

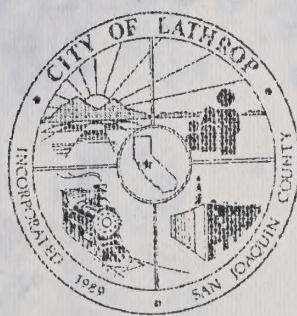
COMPREHENSIVE GENERAL PLAN

AND

ENVIRONMENTAL IMPACT REPORT

FOR THE

CITY OF LATHROP, CALIFORNIA



ADOPTED BY THE LATHROP CITY COUNCIL
DECEMBER 17, 1991

AMENDED:

JUNE 24, 1992
MAY 20, 1997
SCH. NO. 91022059

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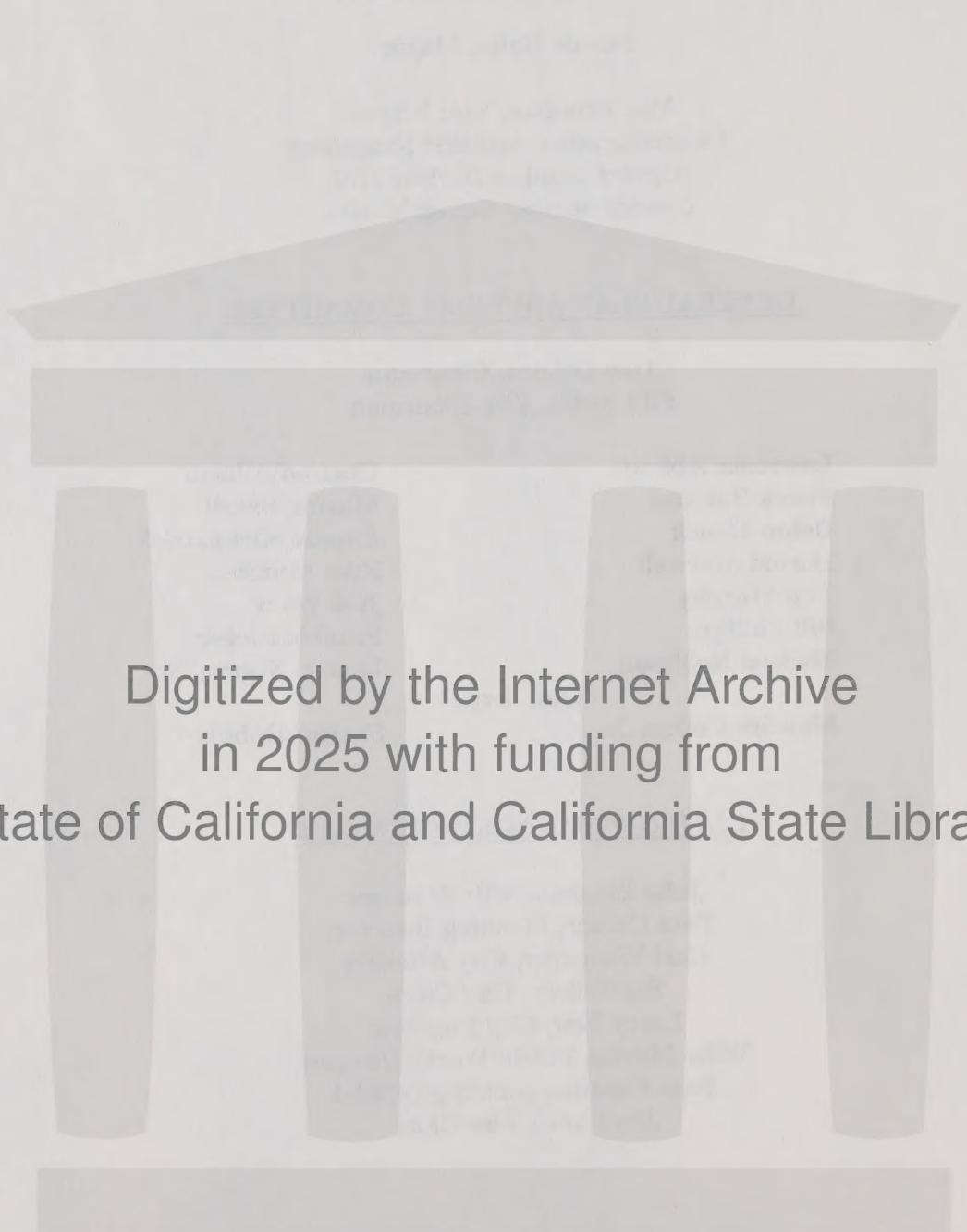
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PART I

INTRODUCTION TO THE GENERAL PLAN AND EXECUTIVE SUMMARY

BACKGROUND

The town of Lathrop began with a store and schoolhouse prior to construction of the Central Pacific Railroad around 1870, and was known as Wilson's Station. The town was founded initially by Leland Stanford, as a product of political controversy with the City of Stockton over negotiations on the Central Pacific's alignment through Stockton. Subsequently, Stanford ordered construction of the railroad around Stockton. Wilson's Station was renamed for Stanford's brother-in-law, Charles Lathrop, and became an important division point and rail stop by 1871. The Town's growth through the 1870's was steady, reaching a population of about 600 by 1879.¹

Lathrop entered a period of decline in the 1880's which was to continue for nearly 50 years. With the transfer of the railroad roundhouse and machine shop to Tracy, the transfer of rural postal customers to Manteca and a major fire in 1911, Lathrop's population and economy dwindled until World War II. The war brought Permanente Metals and the Sharpe Army Depot to town. Permanente produced aircraft parts and magnesium bombs, while the Depot became one of the major army supply depots in the Western United States. The Depot remains as a major employer in San Joaquin County and serves as the U.S. Army's western distribution center for repair and spare parts.

During the 1940's, Lathrop expanded from its original townsite to an area of about five square miles. Housing tracts were constructed during postwar years and Lathrop became home to large industrial employers. They include Best Fertilizer, now operated by Simplot for the production of pesticides and fertilizers, and Libby-Owens-Ford which produces auto glass. Residential growth was slow during the 1950's and 1960's, but accelerated through the '70's and '80's. Nearly all of the vacant land between the original townsite and Interstate 5 has been developed. With about 3,700 people and 1,100 homes in 1980, Lathrop has expanded to a population of 6,841 in 1990 and about 7,000 in early 1991.

Lathrop became a municipality by an overwhelming majority of the votes cast in the election held in 1989. The current General Plan Program commenced in the spring of 1990 with a planning area extending west to the San Joaquin River and north to Roth Road. The Program was enlarged in January, 1991, to encompass the nearly 5,000 acre Stewart Tract west of the San Joaquin River.

NATURE AND FUNCTIONS OF THE GENERAL PLAN

Under the body of statutory and case law which has evolved in California, including Guidelines issued by the State Office of Planning and Research, the General Plan for Lathrop functions as a "constitution" in much the same way as a state or national constitution. The Plan reflects the City's long-range as-

¹ Abstracted from the description of Lathrop's background in the Draft San Joaquin County General Plan 2010, Volume II: Community Plans Special Supplement: Lathrop Planning Area, June 1, 1989.

pirations of physical form and amenity and provides guidance to the substance of developmental regulations and other programs approved or to be approved by the City Council which combine as the package of tools necessary to carry out the Plan over time.

The General Plan has three basic functions:

1. To enable the City Council, upon the advice of its Planning Commission, to express agreement on goals and policies for current and future development;
2. To provide clear guidance in judging whether projects proposed by public agencies and private developers are in close agreement with policies of the General Plan; and
3. To allow and provide the basis for making intelligent changes to the Plan as time and changing circumstances may dictate, while being true to its purposes.

The principal characteristics of the Plan are that it is comprehensive, long-range and general. It is comprehensive in that it embraces all aspects of existing and future physical development of the community, public and private. It is long-range in that it presents a view of the physical character to be achieved over the next 20 years. And, it is general in that it provides for innovation and flexibility in working toward the achievement of the Plan's goals through the many public and private actions that are and will be necessary for Plan implementation.

THE LATHROP PLANNING AREA

The area covered by the Plan has three significant geographic dimensions as shown on Figure I-1. With the exception of lands west of I-5 extending north of the line of Squires Road, these three areas comprise the total land area prescribed by the City's proposed "Sphere of Influence" (SOI) which is being recommended for the approval of the San Joaquin County Local Agency Formation Commission (LAFCO). Because of different characteristics and needs, each of the three sub-planning areas exhibit some differences in development policies and proposals. These differences are noted in the descriptions which follow:

Sub-Plan Area #1: This area comprises all area within the existing SOI adopted by LAFCO and which is coterminous with the City Limits existing as of December, 1991. With the exception of lands held for industrial use, this part of SPA #1 is substantially developed. SPA #1 also contains acreage south of State Route 120 and north of Lathrop Road outside of the City Limits. Lands south of State Route 120 are bordered by SR 120, the Union Pacific Railroad and the San Joaquin River.

Sub-Plan Area #2: This area essentially involves all of the lands extending west of I-5 to the San Joaquin River, between lands along the north side of Bowman Road on the north and the I-5 crossing of the river on the south. Virtually all of this land is in agricultural use, with a scattering of rural residential use on large parcels. The line north of Bowman Road is the southern limits of Stockton's SOI.

Sub-Plan Area #3: This third area involves the Gold Rush City theme park and related resort development proposal located on land known as the Stewart Tract west of the San Joaquin River. The site is bounded by Old River on the north, the San Joaquin River and Interstate 5 on the east and Paradise Cut on the south.

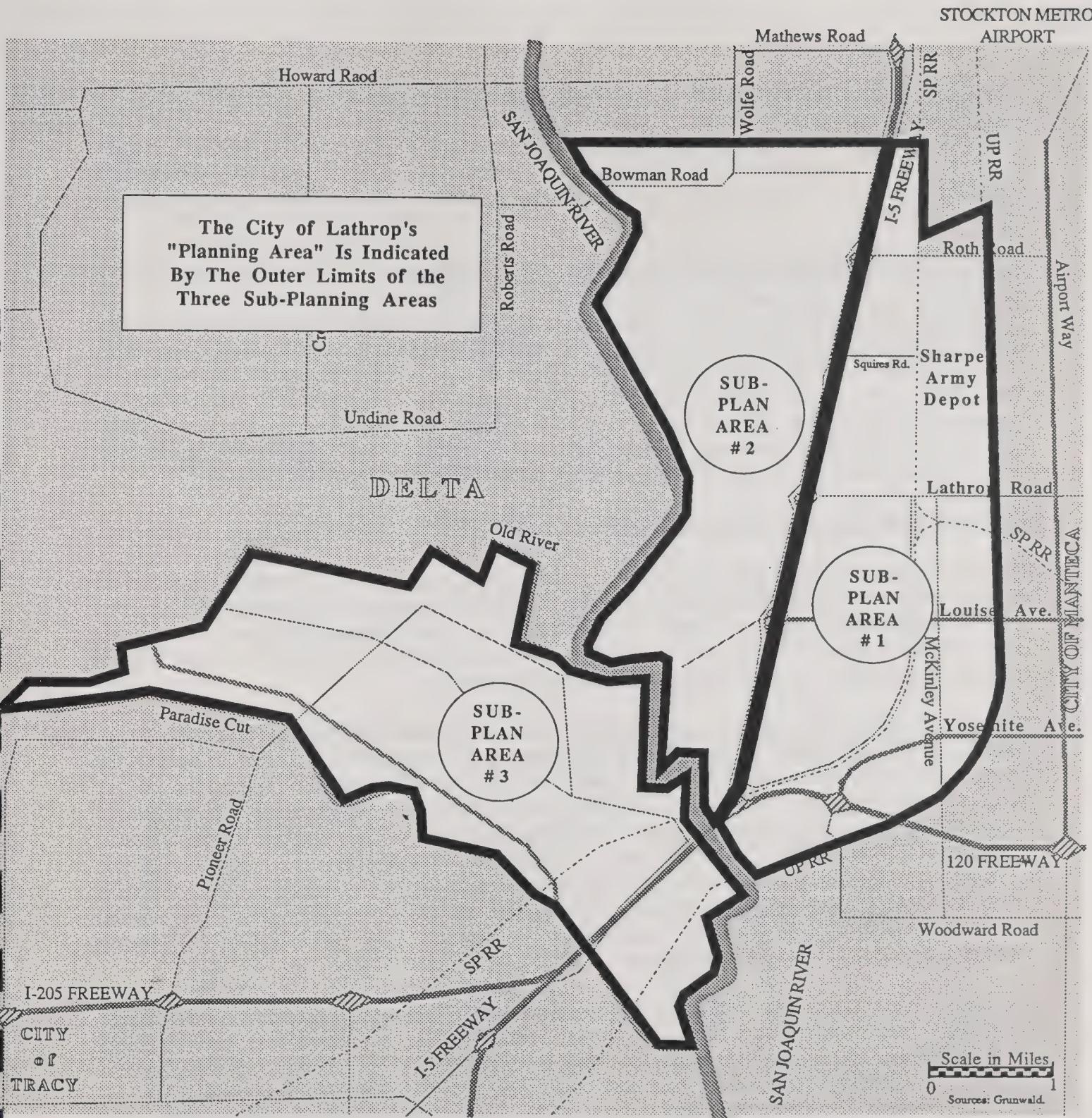


FIGURE I-1

LATHROP'S PLANNING AREA AND SUB-PLANNING AREAS

APPROACH TO POLICIES FOR THE SUB-PLAN AREAS

Policies for each of the sub-plan areas are quite often expressed differently and policies which apply in one sub-plan area may not apply at all in another. Variations in policy among sub-plan areas are especially apparent in describing the Land Use Section (Section A) of the Community Development Element in Part IV.

USING THE GENERAL PLAN AND RELATED DOCUMENTS

The general plan has been organized to save the reader time in identifying and understanding those development policies which most affect the reader's interests. The reader is encouraged to use the Table of Contents, which includes a detailed listing of subject matter and a list of the many figures and tables which provide mapped and statistical information. Supporting material is also found in a series of separate documents on file in the office of the Lathrop City Planning Director which constitute a technical appendix covering the topics of water resources, fiscal impact of General Plan proposals, market analysis (for Gold Rush City) and a series of land use, housing and employment maps and tables.

FORMAT AND CONTENT OF THE PLAN

The General Plan is presented in six parts (including this introduction). Part II provides a description of the reasoning which underlays the goals, major policies and major proposals of the General Plan. Part III provides a description of the environmental setting which serves to meet requirements of the California Environmental Quality Act (CEQA) for purposes of the General Plan EIR and for environmental assessments that may be required for specific development projects.

Parts IV - VI present descriptions of seven mandatory (and one optional) elements of the Plan (Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety). The optional element is the Recreation Element. These descriptions have been combined into three so-called "Super Elements" as discussed under alternatives for element consolidation developed by the Governor's Office of Planning & Research.² These three elements are the Community Development Element (Part IV), the Resource Management Element (Part V) and the Hazard Management Element (Part VI). They represent a functional consolidation which simplifies the task of element description by combining those elements which are closely related to each other. Consolidation also makes it easier to achieve internal consistency among elements as required by State Law and Case Law. The relationship of the formerly separate and consolidated elements is shown in Table I-1.

The policies and proposals of the General Plan are given added dimension by the 1000' scale Diagram incorporated as a folded insert at the back of the document. The Diagram depicts only those proposals which are capable of graphic presentation. Although the Diagram usually is referred to more often than the text of the Plan, the Diagram taken together with this entire document constitutes the complete General Plan. The Diagram illustrates, while the text explains. A more generalized General Plan Diagram is also included as Figure IV-1 in Part IV of this document, for ready reference to major proposals of the Plan. The 20 Year General Plan Diagram insert at the end of the report is the official version.

². "Element Consolidation, Streamlining Local General Plans", Governor's Office of Planning & Research, Office of Local Governmental Affairs, April, 1988.

Part VII presents a general strategy and program for Plan implementation. It is included more to provide direction to the City rather than policy commitment to specific programs in recognition of financial limitations which impose constraints on the ability of the City (and therefore the timing) to implement various features of the Plan.

Part VIII fulfills requirements of CEQA Guidelines for an Environmental Impact Report on the General Plan. It describes the environmental evaluation conducted during Plan preparation and review, and identifies key sections of the Plan document which meet various requirements of CEQA Guidelines for EIR preparation. The EIR is made an integral part of the Plan so that its conclusions and mitigation measures will be readily available as decisions are made concerning Plan implementation and future Plan amendment. Section 15166 of CEQA Guidelines set forth the requirements for using the General Plan document as the EIR, as follows:

"15166

(a) The requirements for preparing an EIR on a local general plan ... will be satisfied by using the general plan ... as the EIR and no separate EIR will be required, if:

- (1) The general plan addresses all of the points required to be in an EIR by Article 9 of these Guidelines, and
- (2) The document contains a special section ... identifying where the general plan document addresses each of the points required.

TABLE I-1

RELATIONSHIP OF MANDATORY, OPTIONAL AND CONSOLIDATED ELEMENTS OF THE GENERAL PLAN

<u>Separate Mandatory Elements</u>	<u>Optional Elements</u>	<u>Consolidated Elements</u>
Land Use	.....	(included)
Circulation	.....	(included)
Housing	.....	(included)
		Community Development
Conservation	.....	(included)
Open Space	.....	(included)
	.... Recreation	(included)
		Resource Management
Noise	.....	(included)
Safety	.....	(included)
		Hazard Management

REDUCTION OF ENVIRONMENTAL IMPACTS THROUGH PROJECT REVISION

Section 15091 of CEQA Guidelines prescribes findings required for each of the significant effects identified in the Environmental Impact Report as a condition precedent to approving the Project. Section 15091 (a) reads in part as follows:

"15091.

(a) No public agency shall approve or carry out a project for which an EIR has been completed which identifies one or more significant environmental effects of the project unless the public agency makes one or more written findings for each of those significant effects, accompanied by a brief explanation of the rationale for each finding. The possible findings are:

- (1) Changes or alterations have been required in, or incorporated into, the project which avoid or substantially lessen the significant environmental effect as identified in the Final EIR."

In this case, certain of the significant effects that were identified in the Draft [see Part VIII] are now mitigated to avoid or substantially lessen the significant effects by revisions to General Plan policies and proposals rather than by more complicated and perhaps questionable mitigation measures initially called for by the Draft EIR which might prove infeasible as the Lathrop urban area expands over the next 20 years.

Reduction of Transportation, Circulation, and Traffic Impacts

The Land Use Section (Section A) and Transportation/Circulation Section (Section B) of the Community Development Element of the General Plan have been modified to reduce the amount of future traffic projected for Interstate 5 between the I-205/I-5/SR 120 "merge" and Roth Road, and projected traffic for SR 120 between the merge and the SR 120/Yosemite Avenue interchange. As contained in its Draft form, land use and circulation proposals of the General Plan would, even before 20 year buildout, so increase peak hour traffic along I-5 north of the "merge", along SR 120 and at the principal freeway interchanges that very complicated and costly improvements would be required to the freeway system. The principal improvements identified by the Draft EIR included the following:

- Widening I-5 between the "merge" and Roth Road to five traffic lanes in each direction, plus auxiliary lanes between interchange ramps.
- Complete reconstruction and enlargement of capacity at the Louise Avenue interchange.
- Construction of a boulevard expressway (Stanford Blvd.) somewhat parallel to and west of I-5.
- Reconstruction and enlargement of the Yosemite Avenue interchange with SR 120.
- Expansion of Lathrop Road and Louise Avenue east of I-5 through Lathrop and into Manteca as six-lane expressways.
- Construction of a new interchange along I-5 at the alignment of Squires Road (half-way between Lathrop and Roth Roads).

Changes to land use and transportation/circulation proposals of the General Plan are intended to relieve impacts on the Louise Avenue/I-5 interchange and avoid the major freeway lane expansion and interchange reconstruction that otherwise would be required. The changes which accomplish these impact reductions are as follows:

1. The redistribution of residential land use from the area south of State Route 120 in the vicinity of McKinley Avenue to the Stewart Tract within Sub-Plan Area #3. This allows traffic generated by residential use to and from the Bay Area and other points west (e.g., Tracy) to enter and leave the Stewart Tract independent of the freeway sections to the north and northeast of the "merge".
2. A reduction in the amount of land designated for High Density Residential both north and south of the line of Lathrop Road west of I-5 in favor of adding Low Density acreage along the line of Squires Road west of I-5. This will reduce impacts on the Louise Avenue interchange. The shifting housing units from east of I-5 to the Stewart Tract, the designation of housing units was dropped in favor of resort-related housing that generates less than half the traffic generated by so-called "conventional" housing needed for the projected permanent population of the town of approximately 30,000 over the next 20 years.
3. Elimination of Highway and Regional Commercial and Village Center Commercial at the southern quadrants of the proposed SR 120/McKinley Avenue interchange.
4. Expanding Roth Road and Yosemite Avenue east to Airport Blvd., and Airport Boulevard from Roth Road to Yosemite Avenue as Expressways in order to reroute traffic between the central areas of Manteca and I-5 that now depend on Louise Avenue and Lathrop Road interchanges for access to and from I-5.
5. Expanding Lathrop Road and Louise Avenue between Interstate 5 and Manteca to only four lanes of through traffic to match the widening plans of the City of Manteca, while expanding Yosemite Avenue between Airport Way and its interchange with SR 120 to six lanes of traffic and left turn lanes at intersections.
6. A firm commitment to modes of transportation other than the automobile to where no more than 70% of all traffic destined to and from Gold Rush City and 85% - 95% destined to the remainder of the community will depend on the automobile for community access. Other modes will include such forms of transit as bus, light rail and major rail, shuttle vehicles, and organized vehicle pools.
7. Developing and implementing a program to monitor annual changes in traffic volumes on all freeways, freeway interchanges and expressway/arterial streets within the Lathrop planning area. This program will identify the probable time when major freeway/street improvements may be needed well before their time of need. Depending on the level of buildout ultimately occurring at Gold Rush City, this program may even identify improvements projected by the General Plan that may not be needed in the future.

8. In light of Items 1-7, above, it is important to recognize that traffic and air quality impact analysis contained in the Draft EIR is based on "worst case" assumptions of impact, where virtually all traffic would be generated by autos over the 20 year horizon of urban expansion. The "worst case" condition does not take into consideration either the short or long-term potential for reducing dependence on the auto, and therefore overstates the extent of impact that is likely to occur.

The "worst case" condition also incorporates the preliminary results of the SJ County COG traffic model involving regional freeway traffic that includes the amount of traffic that would be generated from several "new towns" being considered for various locations in the southwestern part of the County east and south of Tracy.

Reduction in Air Quality Impacts

As noted above, air quality impacts described in the Draft EIR were estimated under "worst case" conditions which assumed that virtually all traffic accessing the community would occur by expanded freeway and arterial street systems. The impact of traffic generated by local land use on local and regional conditions of air quality was predicted to be significant adverse. And, the impact would increase gradually as urban expansion occurs over the 20 year horizon of the General Plan, regardless of improvements made to the freeway and street systems.

By making the land use and transportation/circulation changes in the General Plan as listed above, the prospects for making serious reductions in potential air quality impacts become significant. The amount of reductions in traffic and air quality impacts expected are described in the Final Environmental Impact Report [see Part VIII].

EXECUTIVE SUMMARY

INTRODUCTION

This Executive Summary is provided as a ready-reference to goals and many of the more significant policies of the General Plan and to mitigation measures specified by the General Plan EIR. Policies of the General Plan can be found throughout Parts II, IV, V, and VI, along with considerable descriptive material that translates goals and policies into more specific directions for action by all parties engaged in the development process. The complete description of mitigation measures can be found throughout the various sections of Part VIII which comprise the General Plan EIR.

GOAL NO. 1 - BALANCING THE SOCIAL AND ECONOMIC COSTS AND BENEFITS OF URBANIZATION

The General Plan gives emphasis to the development of job-creating and tax revenue creating activities during the early phases of development as a matter of primary importance to achieving other goals of the Plan. Despite pressures and demands that are certain to emerge in order to build housing units at a rapid pace, a clear policy of the General Plan is to limit the pace and quantity of housing construction to annual allocations in reasonable balance with the growth of Lathrop's economic base.

Policies:

General:

1. The City's ability to stay abreast of its financial and service capabilities will require continuous monitoring. Once a system is in place, it will be relatively easy to identify current conditions and to estimate the probable impacts of new development proposals. Rather than adhering to an arbitrarily fixed percentage of annual growth as a matter of policy, it will be the City's responsibility to manage the growth rate in relation to physical and financial capability of municipal service while being consistent with all applicable policies and proposals of the General Plan.

Commercial Development:

1. Areas having early potential for retail and highway commercial development primarily involve lands located at the easterly quadrants of the Lathrop Road and Louise Avenue interchanges with I-5. The largest commercial project being considered in the short term is a Factory Stores center proposed at the southeast quadrant of the Louise Avenue interchange.
2. Priorities for commercial development in Sub-Plan Area (SPA) #2 west of Interstate 5 would typically emphasize Freeway Commercial uses until the population of SPA #2 increases (in combination with Area #1) to where the market will support initial stages of a community shopping center at the Lathrop Road interchange and an initial Village Center west of I-5.
3. The development of Gold Rush City is predicated on the construction and operation of a large commercial recreation theme park as the focus of the initial increment of development. The theme park is the first priority because it becomes the catalyst for most other commercial recreation and resort-oriented development envisioned by the General Plan for the Stewart Tract.
4. Proposals for the classifications of retail activity described in Part IV-A of the Plan are to be considered as offering flexibility for ingenuity and innovation in the selection, promotion, design and development of commercial centers and uses.

Industrial Development:

1. Areas designated for industrial use are intended to take advantage of rail and freeway access. Industrial development priorities must involve lands south of Lathrop Road east of I-5 until sewage treatment facilities can be extended to other areas within SPA #1.
2. Areas designated for industrial use are to assure that there will be sufficient long-term availability of industrial land to expand the City's economic base and capability for meeting the on-going costs of public services required by the community. A slow pace of industrial development is not to be construed alone as justification for designating industrial land areas for another type of urban use unless such use would be of a regional commercial character.
3. Industrial proposals should be located where possible within an industrial park designed for the accommodation of a community of industries that are compatible in terms of operational characteristics, aesthetic qualities, utility service requirements and street circulation.

GOAL NO. 2 - EQUAL OPPORTUNITY

The creation of growth centers west of Interstate 5 and the rehabilitation of the existing community east of I-5 offers unique opportunities to assure equality in opportunity for existing residents, for racial and ethnic minorities and for people of low and moderate income in the provision and availability of public services and facilities and in meeting employment and housing needs. Insofar as reasonably may be possible, policies and proposals of the General Plan are intended to provide for and support the attainment of such equality of opportunity.

Policies:

1. The City intends that positive benefits accrue to the community as a whole through programs which maximize the potential of local residents to obtain jobs, assuming adequate training and personal characteristics. Contracts will be sought with employers of commercial and industrial establishments which will assure the opportunity for employing qualified local residents.
2. Residential expansion should reflect the considerable variety of housing types that comprise the residential market of the region. In addition to conventional single-family detached housing, there is a strong market for small lot detached and attached (townhouse) single-family purchase housing for entry level buyers as an alternative to multi-family rentals. As an alternative to large multi-family rental projects, there also is a market for owner-occupied multi-plices. Other alternatives are the purchase and rental condominium, the single story garden apartment and well-designed mobile home park. As an overall standard, the City should seek to maintain a 70% to 30% ratio in the combined variety of single-family units provided as compared to the combined variety of multi-family units. This percentage is a fair reflection of regional characteristics of housing market demand, and will assure that Lathrop will meet its fair share of the regional market for housing to meet the needs of low and low-moderate income households.

With respect to housing opportunity, 22 policies are listed on pp. 12 - 15 of Part IV-C regarding the following topics:

- Adequate provision of housing sites.
- Increasing the supply of affordable and accessible housing.
- Implementation and monitoring.
- Preservation and conservation of existing neighborhoods.
- Adequate housing for all socio-economic segments of the population.

GOAL NO. 3 - COMMUNITY IDENTITY

Just as the loss of personal identity can contribute to emotional disorder, so can failure to establish and maintain community identity lead to instability and disorder within the community-at-large. At the very least, the lack of community identity can stifle community pride. At its worst, it can foster destructive competition between the old center and the new and lose the identity for both areas in the process. It is a goal of the General Plan that the old and new centers of development, which lay east and west of I-5 respectively, make a strong contribution toward the identity of the entire City of Lathrop. At the same time, residents of all Sub-Plan areas are to be encouraged to develop a sense of pride and identity with their immediate neighborhoods.

1. Lathrop's existing urban pattern is confined to lands which lay between Interstate 5 and the Western Pacific Railroad. Older housing areas which comprised the original settlement are in need of improvement to public service infrastructure and housing quality. Through policies of the General Plan which seek a sound economic base and tax base in support of residential expansion, it will be possible to progressively achieve the revitalization of blighted properties to where many existing residents and land owners will benefit significantly from the City's planning program. In some cases, benefits will be realized through the revitalization of properties under programs of a Lathrop Redevelopment Agency. In other cases, benefits will result from important changes in land use policy which will create higher land values.
2. A concept basic to the design of residential areas is to create residential "villages". Each village would be served by a Village Center with a convenience-oriented (neighborhood level) shopping center and community services, one or more elementary schools and recreation-parks centrally placed to the neighborhoods they serve, and bordered by components of the community open space system. Villages would be defined by elements of the Arterial street system and would be comprised of two or more neighborhoods accommodating a variety of housing types and with aggregate populations in the range of 7,000 to 10,000.
3. Each village and village center could have its own distinctive architectural character, with major activity centers connected by pedestrian-oriented open space corridors mostly separate from the street system. This approach is important to achieving identity among residential areas. The scale and variety of shopping and community services of each village center will be influenced in part by the economic characteristics and housing densities of the residential areas to be served.

GOAL NO. 4 - QUALITY IN THE FORM, DESIGN AND FUNCTIONS OF THE URBAN AREA

The building of a new growth center west of Interstate 5 and the rehabilitation of the existing growth center must not and cannot be approached as a collection of subdivisions and commercial and industrial enterprises, to be built out as rapidly as the private sector may desire. The City of Lathrop has a unique opportunity and responsibility to control the timing and phasing of development; to create and hold more directly to an overall town design; and to withhold the provision of essential public services if necessary to gain the level of cooperation required of developers and landowners to assemble land and proposed units of development in conformance with the town design.

New development and redevelopment is to reflect quality in community design and image. Development is to be phased to create a community which exhibits the best that community building and management experience will allow.

Policies:

Residential Areas:

1. Architectural design review shall be required of all Planned Developments (PD's), and of all multi-family, office, commercial, institutional and industrial uses.
2. Eligibility for density bonuses under Planned Development applications should be based on objective criteria to be included in the zoning ordinance.

3. Multi-family projects shall include landscaped open space in addition to yard areas required by the zoning ordinance, to be developed for the common recreation use of tenants. Minimum facilities may be required for common recreation areas. Examples include totlots for pre-school children, and passive recreation areas for lounging, sun bathing, barbecuing, quiet conversation and reading, including area to be shaded by trees and shade structures.
4. Where multi-story housing units are proposed adjacent to existing or planned Low Density areas, building elevations and the location of windows, balconies and air conditioning units above the first story shall be reviewed by the City to assure visual compatibility and residential privacy.
5. Multi-family site development and maintenance shall be in accordance with a comprehensive landscape development plan, including automatic irrigation.

Commercial and Industrial Areas:

1. Major features for the CBD would include the following:
 - a. Application of an architectural review process for all new building and remodeling.
 - b. Development of central and bordering streets as landscaped corridors. Examples of design features include angle parking, mid-block crosswalks, street furniture, tree planting and complementary building facades.
 - c. Use of recirculating bodies of water and fountains as landscape features.
 - d. Off-street parking to satisfy the need for all-day static parking of owners, managers and employees of downtown businesses and public service activities, in order to release on-street and off-street spaces to businesses for customers.
 - e. Encouragement of above ground floor residential use in support of the CBD as a major activity center during evenings.
 - f. Encouragement of business and medically-related office development at the periphery rather than at the core of the CBD.
2. The visual interface between commercial/industrial areas and residential areas shall be designed and developed so as to avoid obtrusive visual impacts of commercial or industrial activities on nearby residential areas.
3. All outdoor storage areas shall be visually screened with ornamental fencing or walls, and landscaping.
4. Street trees and frontage landscaping, with automatic irrigation, shall be provided for all commercial sites outside of the CBD, and may be required by the City within the CBD; Shade trees shall be provided within off-street parking areas as determined under site plan review.

Urban Open Space System:

1. Features of the urban open space system should include neighborhood and community recreation-parks, recreation corridors along natural and man-made drainages and waterways, recreation corridors which connect with major components of the park system, a municipal golf course and a municipal marina. Neighborhood parks should be adjacent to and integrated with elementary school sites as well as being free-standing. Community parks should be adjacent to and integrated with junior high, high school and college sites, as well as being freestanding.
2. Major components of the regional open space system should include natural waterways and riparian vegetation south of Route 120 close to the San Joaquin River, a pedestrian and bike trail linking all three Sub-Plan areas, and private marinas open to the public along the San Joaquin River and Old River. Access to trails should be designed so as to prevent use by motor vehicles, including motorcycles, motorbikes and similar off-road vehicles.
3. An important component of the system will be landscaped open space corridors on either side of expressways and some arterial streets as a means to buffer residential areas from traffic noise and glare. These corridors may vary in width and design to accommodate such recreation pursuits as walking, biking, golf, and nature study. A corridor for eventually combining light rail, bike and pedestrian circulation is proposed separate from the Expressway and Arterial street system. Until light rail becomes feasible, the corridor could be used for busses.

GOAL NO. 5 - ENHANCING THE QUALITY OF LIFE

It is a goal of the General Plan to enhance the quality of living by preventing the degradation of the natural environment, and by taking steps to offset and alleviate the effects of that degradation which already has occurred or which cannot be avoided. Where feasible, natural conditions should be emulated as features of the community's systems of public and private open space.

Policies:

Agricultural Land:

1. The extent of urbanization proposed within Sub-Plan Areas #1 and #2 is based on the principle that the capacity to accommodate population and economic growth is dictated by the need to preserve environmental qualities rather than the potential of Lathrop to grow beyond its planning area boundaries. If future conditions indicate a potential for further urbanization greater than that encouraged by the General Plan west and south of the planning area, such potential is to be satisfied within the sphere of influence of local governments other than Lathrop.
2. Exclusive agricultural zoning shall be continued on agricultural lands outside the boundary of future urbanization. Agricultural zoning should be continued on lands within S-P Area #2 in accordance with development phasing proposals of the General Plan and applicable Specific Plans.
3. The City, the County and affected landowners should develop a comprehensive approach to the cancellation of Williamson Act contracts on lands needed for early phases of urban development.

4. The protection of agricultural lands outside of Sub-Plan Areas #1, #2 and #3 should be reinforced by firm City policies to not permit the extension of sewerage and water service to such lands.

Mineral Resources:

1. Lands classified by the State Mining and Geology Board as MRZ-2 as shown on Figure V-1 are urged for protection to assure their availability for mining under applicable provisions of State Law and local ordinance. If determined practical and feasible, these lands are to be mined and reclaimed in accordance with the provisions of the California Surface Mining and Reclamation Act of 1975, as amended, prior to their being utilized for the various urban purposes depicted on the General Plan Diagram and described in this document.
2. Lands classified MRZ-2 may be developed for urban use without first being mined only if compelling reasons can be stated by the City in writing in support of such action and upon fulfilling the requirements of Section 2763 (a) of the Surface Mining and Reclamation Act of 1975, as amended. Action by the City shall consider the need to balance mineral values against alternative land uses, and the importance of these mineral deposits to the regional market demand for their use.

Fish & Wildlife Habitat:

Policies of the General Plan seek not only the retention of important habitat which now exists, but also to enhance habitat which has been degraded and to create new habitat where feasible.

1. The objective of habitat retention calls for:
 - The integration of waterway habitat areas as part of the areawide system of open space.
 - The preservation of all stands of vegetation along waterways which provide habitat.
 - The careful introduction of public and private recreation activities within habitat areas which will not disturb natural conditions either through intensity of operations, high levels of noise generation, or scarring of the landscape through development activity.
 - The retention of hedgerows and other habitat areas within intensively farmed acreage which are compatible with agricultural operations.
2. The objective of habitat enhancement calls for:
 - The improvement of natural habitat along waterways.
 - The creation of new habitat within multi-purpose open space area designated for reuse of treated wastewater for wildlife management and recreation.
 - Cooperative approaches among landowners to manage farmlands so as to increase the numbers of desirable species of wildlife.
3. The City shall on its own, or in participation with other local governments, prepare and implement a Habitat Conservation Plan for the Swainson's hawk. The acquisition of lands required as replacement habitat for nesting and foraging is to be funded by fees imposed upon developers whose land development activities would threaten, endanger or eliminate existing habitat within the Lathrop planning area.

4. Land use within areas of riparian habitat shall be restricted to nature-oriented passive recreation, including such uses as an arboretum, zoological gardens, hiking and nature study. Structures which would reduce the amount of area available for water detention should be prohibited within the Paradise Cut flood plain.
5. A naturally landscaped corridor shall be provided along the entire perimeters of Gold Rush City and SPA #2, interrupted only by public and commercial areas that need access to adjacent waterways. These corridors should be wide enough to serve as a major components of the recreation and open space system, and should provide for a system of pedestrian, bicycle and equestrian trails.
6. The visual amenities of water and its potential as wildlife habitat are to be reflected where feasible in all developments by the inclusion of bodies of water as components of urban form. Such bodies of water may be in the form of lakes, ponds, lagoons, simulated streams or similar features which can be integrated by design within recreation open space corridors, parks, commercial and residential areas and public sites. The multi-purposes use of water bodies for surface water drainage, flood control, wastewater reclamation, wildlife management, recreation and visual amenity is encouraged.
7. Developments proposed in sensitive biological areas shall be required to provide a site specific analysis of the impacts of the project on fish and wildlife habitat. Because of the large-scale character of development proposed in SPA's #1 and #2 in the vicinity of biologically sensitive environments, including the conversion of several thousand acres of agricultural land to urban use, project proposals should be made to address ways in which new or enhanced habitat may be created as a trade-off to the general environmental impacts on biological resources associated with development under the General Plan.
8. Appropriate trees within public rights-of-way are to be retained and new street trees planted and maintained in accordance with policies and procedures of a Master Street Tree Plan and Street Tree Ordinance. Only trees which are either badly diseased, disruptive of street improvements because of root growth, or dangerous to the public shall be allowed to be removed. The installation of street trees shall be made a condition of approval of residential, commercial, industrial and institutional development along such streets.

Air Quality:

1. Mitigation of air quality impacts is to be achieved in part through the design and construction of an efficient system of arterial and collector streets and interchange and freeway improvements that will assure high levels of traffic service and the avoidance of unmanageable levels of traffic congestion.
2. Mitigation of air quality impacts is to be achieved in part through the development of a regional rail transit service to be incorporated into early stages of development within both growth centers.
3. The City shall adopt standards which require industrial process analysis before the fact of site and building permit approval to assure compliance with State air quality and water quality standards. Standards should provide for periodic monitoring of industrial processes which could have an adverse impact on water or air quality. Industrial process review that may be required should be

conducted as part of environmental assessment by an engineer licensed in California having demonstrated experience in the industrial processes involved.

4. The City shall require positive control of dust particles during project construction activities, including watering or use of emulsions, parking of heavy equipment on paved surfaces, prohibition of land grading operations during days of high wind (beginning at 10 mph, with gusts exceeding 20 mph), and prohibition of burning on vacant parcels. The City should seek the cooperation of agricultural operators to refrain from the plowing of fields on windy days, and to keep loose soils under control to the extent reasonable to avoid heavy wind erosion of soils.
5. The beneficial effects of open space and vegetation on the air resource are to be reflected in the arrangement of land uses depicted on the General Plan. Heavy plantings of trees are encouraged to assist in maintaining oxygen levels.
6. The need to protect and preserve the air resource within the planning area and to reduce levels of vehicle emissions of air pollutants imposes practical limitations on the extent to which the City can depend on the automobile as the principal source of transportation into the next Century.

Recreation:

The following statements of policy are recommended for adoption by the City, and the Board of Trustees of the Manteca Unified School District:

1. It is the policy of the City and the School Board, functioning under a joint powers or other appropriate written agreement, to provide such quantity and quality of recreation opportunity as will be necessary for individual enjoyment and to assure the physical, cultural and spiritual benefit of recreation for all people of the community.
2. The City and School Board supports the creation of a means to achieve a permanent and stable funding for local recreation services.
3. The recreation program will encompass the needs of all age groups, concentrating on activities and experiences which people are mostly unable to provide for themselves.
4. The range of recreation opportunities will be provided through the development of general and specialized areas and facilities at the neighborhood, village and community level throughout the urban area.
5. The fulfillment of recreation needs will be accomplished through a coordination of effort and programming on the part of the City, the School District, and charitable, service, religious, and civic organizations, which takes maximum advantage of fiscal and physical resources, and individual and group interest, leadership and talent within the community, both public and private.
6. Through an ongoing coordinated effort, a "framework for cooperation" should be developed and maintained by the City and School Board. This framework should clearly delineate the areas of responsibility to be retained by each jurisdiction. Examples of topics include fee structures, contracts for maintenance and operation and coordination and sponsorship of recreation programming.

7. The City will encourage and, where appropriate, require the provision of recreation areas and facilities within residential areas and the community as a whole to meet the general and specialized needs of existing and future residents. The Recreation component of the Resource Management Element of the General Plan is intended to meet the criteria and standards required by the State Subdivision Map Act and by the Quimby Act for determining financial responsibilities of developers in meeting recreation needs of the community.

GOAL NO. 6 - TRANSPORTATION/CIRCULATION/TRAFFIC

It is a goal of the General Plan to guide and provide for the development of an integrated system of transportation and internal circulation, and to provide access to other parts of San Joaquin County and the region. This goal is intended to benefit all citizens of Lathrop, including the young, the elderly and the physically handicapped, by seeking the following:

- Increased transportation safety for citizens.
- The efficient movement of people and goods.
- Lower vehicle operating costs.
- Lower vehicle miles traveled with consequent reduction in vehicle emissions.
- Economy in street construction and maintenance.
- A circulation system correlated and consistent with the land use patterns fostered by the General Plan.
- Avoidance of the disruption of residential areas caused by through traffic on minor streets.
- Protection of rights-of-way needed for future Arterial and Collector street widening in developed areas.
- Access to boat docking facilities.

Policies:

Interstate and State Route Freeways:

1. The City should protect the through traffic functions of Interstate and State Route Freeways serving the Lathrop area by planning expressway and arterial street alignments which will avoid the need or desire to utilize freeway sections for short, local area interval trips as if they were elements of the local expressway/arterial street system.
2. Land use designations along freeway sections should take into consideration the existing visual and noise impacts associated with existing and future traffic levels on these major traffic carrying facilities.
3. Freeway interchanges should be improved to carry the demands of traffic generated by Lathrop's development, with new freeway interchanges and additional interchange ramps being added where necessary and practical in consideration of the need for fair apportionment of traffic to existing and future regional demands.

Expressways and Arterial Streets:

1. Expressways constructed to boulevard standards are to be the principal carriers of north-south and east-west traffic through Sub-Plan Areas #2 and #3. They may involve 4-6 lanes, depending on

the amount of traffic capacity required, with landscaped dividers between intersections and left turn lanes at each intersection. Sufficient right-of-way is required to include room for landscaped corridors along either side and for light rail transit lines separate lines. Spacing between the intersection of crossing streets should be in the range of 1,200 to preferably 2,500 feet. Spacing between "T" intersections should be at least 1,200 feet. On-street parking is to be prohibited. [See Figure IV-2 for typical right-of-way cross sections].

2. Arterials are to be constructed for 4-6 lanes of traffic with left turn lanes provided at intersections. Development through residential areas should be designed to back-on to the Arterial, with ornamental walls and landscaping along the right-of-way line. In areas where development fronts the arterial, the design for a 4-lane facility may require a minimum right-of-way of 84'. Typically, this would involve four 12' travel lanes, two 8' parking lanes and two 10' planting strips for the accommodation of sidewalks and street trees. Commercial sidewalks 10' in width need only be provided in retail commercial areas and along the frontages of other pedestrian-intensive uses. Street trees should be provided along all Arterial streets (and Expressways). Rights-of-way should be widened at the approaches to major intersections to provide space for additional turn lanes. [See Figure IV-3, for typical rights-of-way cross sections.]
3. Arterial streets serving Service Commercial and Industrial areas are to be designed and constructed to standards which reflect heavy truck traffic and the need for longer turning radii for trucks at intersections. On-street parking should be prohibited.

Collector Streets:

1. Collector streets are to be designed to carry from 500 to 5,000 vehicles per day. Where average daily traffic (ADT) is projected to be less than 4,000, a ROW of 60' is usually sufficient. Typically, this will involve two 12' travel lanes, two 8' parking lanes and two 10' planting strips with sidewalks. Sidewalk width need not exceed 4'- 5' except where intensive pedestrian traffic is expected such as along school access streets. [See Figure IV-4 for variations.]
2. Where ADT is projected above 4,000 to 5,000 in residential areas, a 64' right-of-way is usually required. In commercial and industrial areas, four lanes of traffic may be required. Where ADT is projected above 5,000, with high peak hour traffic, wider cross-sections will be required. Rights-of-way may require widening on their approaches to Arterials, Expressways or other Collector streets in order to provide suitable turn lanes.
3. The high costs of converting a deficient Collector street to the appropriate standards required for existing and projected traffic should be limited to only those streets where either: a) high current and projected volumes of traffic are involved; b) joint funding is possible; c) significant contributions of private or assessment district funds are involved as part of the cost of developing adjacent lands; or d) where the rate of serious accidents has been high and where hazards to public safety are great.

Minor Streets:

1. To keep Minor street volume within design capacity, street length shall be kept under 1,600 feet where possible unless interrupted by an Arterial or Collector street.

2. Design standards shall permit innovation and flexibility by the developer in relation to land use proposals under Planned Unit Development procedures of the Zoning Ordinance or under any applicable adopted Specific Plan.
3. In view of deficiencies in existing Minor streets, the City should consider forms of funding which include direct public sources (e.g., through redevelopment or assessment districts) as a means of overcoming Minor street deficiencies. Curb, gutter, sidewalk and paving needs along Minor streets might alternatively be made the responsibility of affected property owners. Under this policy, the City would assume responsibility for engineering services and additional costs occasioned by higher standards of street construction and drainage than were involved at the time of original street construction. The City might also share equally in total costs where a majority of property owners are willing to accept assessment proceedings or another appropriate method of collective project financing.
4. Policies for Minor streets are intended to reflect options for reducing through traffic on minor streets between intersections with Arterials. This policy seeks to eliminate the use of Minor streets as thoroughfares through residential areas where they extend parallel to nearby Arterials or Collectors for many blocks and are often used as substitutes for Arterials or Collectors. Illustrations of how this policy may be implemented are shown on Figure IV-6.

GOAL NO. 7 - SEISMIC HAZARDS

Goals for achieving and maintaining safety from seismic events include preventing serious injury, loss of life, serious damage to critical facilities involving large assemblies of people, and loss of continuity in providing services.

Policies:

1. The City will inventory all buildings which are unsound under conditions of "moderate" seismic activity; buildings having questionable structural resistance should be considered for either rehabilitation or demolition. Structures determined by the City's Building Official to be structurally unsound are to be reported to the owner and recorded with the County Recorder to insure that future owners are made aware of hazardous conditions and risks.
2. All new building construction shall conform to the latest seismic requirements of the Uniform Building Code as a minimum standard.
3. The present building height limit of 50 feet shall be maintained, with a maximum of four stories. This policy should stay in force until such time that high rise construction is desired and capability for evacuation and fire fighting in upper stories is possible through the availability of appropriate equipment.
4. Facilities necessary for emergency service should be capable of withstanding a maximum credible earthquake and remain operational to provide emergency response.
5. Preliminary soil compaction tests and geotechnical analysis of soil conditions shall be submitted as part of the justification for development proposals contained in any Specific Plan.

6. Soil compaction tests, and geotechnical analysis of soil conditions and behavior under seismic conditions shall be required of all subdivisions and of all commercial, industrial and institutional structures over 6,000 square feet in area (or in the case of institutional structures, those which hold 100 or more people).
7. A preliminary soils report is to be prepared by a registered geo-technical engineer for any residential development project, based upon adequate test borings. If the report indicates the presence of critically expansive soils or other soil problems which, if not corrected, would lead to structural defects, the developer shall provide for and submit the findings of a soil investigation of each lot or housing site proposed. The soil investigation shall be prepared by a state-registered civil engineer and shall recommend corrective action likely to prevent structural damage to each dwelling to be constructed. Prior to the issuance of a building permit, any recommended action approved by the Building Official shall be incorporated into the construction of each dwelling.
8. A preliminary geologic report, prepared by a state-certified engineering geologist and based on adequate test borings, shall be submitted to the Building Official for every subdivision, planned development or other residential project at the time of submitting a tentative map or other type of development application to the City.
9. If the preliminary geologic report indicates the presence of critically expansive soils or other soil problems (e.g., potential for liquefaction which if not corrected could lead to structural defects, the developer shall provide such additional soils investigation for each development site as may be requested by the Building Official. The geologic investigation shall be prepared by a state-certified engineering geologist and shall, recommend further corrective action likely to prevent structural damage to dwelling units. Prior to the issuance of a building permit, any recommended action approved by the Building Official shall be incorporated into site preparation and the construction of each dwelling.
10. The provisions of policy nos. 6 - 9, above, shall be applicable to all commercial, industrial, institutional and public development projects.
11. The City should adopt an Earthquake Disaster Plan in coordination with San Joaquin County and local special districts. The Plan should identify hazards that may occur as the result of an earthquake of major magnitude. The Plan should be sufficiently broad in scope to include the designation of evacuation routes and means to coordinate all local government agencies in assisting local residents in the event of a major earthquake, large-scale fire or explosion, or hazardous chemical spill or release of hazardous air-borne gas.
12. All lines which are part of the domestic water distribution system should be looped to assure adequate pressure in the event of major fire, earthquake, or explosion. Adequate emergency standby power generation capability should be available at water wells to assure water availability in the event of a major power failure.

GOAL NO. 8 - PUBLIC SAFETY HAZARDS

Goals for public safety seek to accomplish the following:

Goals for public safety seek to accomplish the following:

1. The reduction of loss of life or property due to crime, fire, earthquake, flooding or other disasters or hazards.
2. The provision of adequate medical and emergency services to reduce the effects of natural or man-made disasters.
3. The promotion of citizen awareness and preparedness for emergency/disaster situations or potential for the incidence of crime.
4. The implementation of adequate inter-agency disaster planning.

Policies:

1. The City will continue to give high priority to the support of police protection, and to fire suppression and prevention and life safety functions of the Fire Department. Ultimate expansion of the City's fire service is to include additional stations affording adequate response within a maximum of 3-4 minutes to all parts of the urban area.
2. The City will work to maintain a fire flow standard of 3,000 gpm for all commercial and industrial areas of the community, and 1,500 gpm for residential areas, to assure the capability to suppress urban fires. In strategic areas, the City should provide above ground water storage with capacities sufficient to supply the City for required durations.
3. The City will maintain a street system which is capable of providing access to any fires that may develop within the urban area, and which is capable of providing for the adequate evacuation of residents in the event of an emergency condition of magnitude.
4. The City will continue to maintain and update emergency service plans, including plans for managing emergency operations, the handling of hazardous materials and the rapid cleanup of hazardous materials spills.
5. The City will continue to cooperate with the County of San Joaquin and other agencies in pre-disaster planning activities such as evacuation required in the event of a serious breach of an upstream dam capable of flooding the community.
6. The City will seek to reduce the risks and potential for hazards to the public through planning and zoning practices and regulations which avoid hazardous land use relationships, and by the continued and timely adoption of new-edition building and fire codes.
7. Neighborhood watch programs will be encouraged in all residential areas of the City.

GOAL NO. 8 - NOISE HAZARDS

The Goals of the Noise Section of the Hazard Management Element of the General Plan are to protect citizens from the harmful effects of exposure to excessive noise, and to protect the economic base of the

Policies:

1. Areas within the City shall be designated as noise-impacted if exposed to existing or projected future noise levels exterior to buildings exceeding 60 dB CNEL or the performance standards prescribed in Table VI-1.
2. New development of residential or other noise sensitive land uses will not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into project designs to reduce noise to the following levels:
 - a. Noise sources preempted from local control, such as railroad and highway traffic:
 - 65 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL within interior living spaces or other noise-sensitive interior spaces.
 - Where it is not possible to achieve reductions of exterior noise to 60 dB CNEL or less by using the best available and practical noise reduction technology, an exterior noise level of up to 65 dB CNEL will be allowed.
 - Under no circumstances will interior noise levels be allowed to exceed 45 dB CNEL with windows and doors closed.
 - b. For noise from other sources, such as local industries:
 - 60 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL or less within interior living spaces, plus the performance standards contained in Table VI-1.
3. New development of industrial, commercial or other noise generating land uses will not be permitted if resulting noise levels will exceed 60 dB CNEL in areas containing residential or other noise-sensitive land uses. Additionally, new noise generating land uses which are not preempted from local noise regulation by the State of California will not be permitted if resulting noise levels will exceed the performance standards contained in Table VI-1 in areas containing residential or other noise-sensitive land uses.
4. Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with the recommendations of the California Office of Noise Control.
5. New equipment and vehicles purchased by the City shall comply with noise level performance standards consistent with the best available noise reduction technology.

SUMMARY OF SIGNIFICANT UNAVOIDABLE ADVERSE ENVIRONMENTAL IMPACTS of the Project for which the decision-maker must issue a "statement of overriding considerations" under Section 15093 of State CEQA Guidelines (as amended) if the Project is approved.

The significant unavoidable adverse impacts which cannot be mitigated to insignificance based on a "worst-case" analysis of future conditions under Project implementation are:

1. An incremental annual increase over 20 years in the consumption of nearly 7,200 acres of productive agricultural land for urban use. This land is to be designated as Prime Land under the

State's Farmland Mapping Program, and its loss will be irreversible. While the total annual value of the loss of field crops and orchards involved is minor as compared to total County losses that can be expected over the same time period from such conversion, the cumulative impact becomes significant over time.

2. An incremental increase in the annual quantities of vehicle and stationary emissions of air pollutants released to the atmosphere each year as vehicle traffic increases and the number of new industries increase. Under worst-case conditions, annual releases of carbon monoxide from vehicle sources of emission under full project build-out could be as high as 2,847 tons; for Nitrogen Dioxide, annual releases would be about 584 tons; for Total Organics, the releases could reach 292 tons. These totals would add significantly to an already serious problem of air quality within San Joaquin County and the northern part of the San Joaquin Valley Air Basin.
3. An incremental increase in the amount of light and glare (long term sky glare) as development within the entire community, and particularly within SPA #3 occurs. The total amount of sky glare produced by future development within the planning area will be highly noticeable miles from Lathrop as compared to existing conditions.

SUMMARY OF SIGNIFICANT ADVERSE ENVIRONMENTAL IMPACTS THAT CAN FEASIBLY BE MITIGATED OR AVOIDED, for which the decision-maker must make "findings" under Section 15901 of the State CEQA Guidelines (as amended) if the project is approved.

It is useful to understand the meaning of the phrase "significant effect" on the environment as defined under Section 15382 of CEQA Guidelines as a basis for reviewing the significant impacts discussed in this report:

"A 'Significant effect on the environment' means a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant."

Compaction and Overcovering of Soils

Extensive overcovering and compaction of the soil will occur throughout the planning area which will significantly increase surface water runoff and the extent to which soil erosion may occur during construction activities. Native soil conditions on lands west of the San Joaquin River are subject to foundation failures caused by liquefaction during a severe earthquake. A combination of soil type, high water table and potential for flooding also introduce limitations to soil compaction for building foundations and street construction.

Mitigation Measures:

1. A requirement for drainage to acceptable locations for disposal.
2. Employment of dust control measures through construction management; use of hydromulching or other adequate types of erosion control on slopes required for development.
3. A requirement for soils and foundation engineering to assure reliable foundations for structures.

Premature Agricultural Land Conversion and Urban-Agricultural Conflicts

The pattern of urbanization west of Interstate 5 within SPA's #2 and #3 could unnecessarily result in the premature conversion of agricultural land to urban use or create urban-agricultural conflicts at the line of interface between urban land and farmland. To illustrate, assuming a fairly even pace of buildout, the incremental loss of agricultural lands would occur at an average annual rate of about 400 acres.

Mitigation Measures:

1. Land use policies call for the phased development of agricultural lands in such a manner as to avoid the fracturing or fragmentation of the urban pattern and to assure a gradual conversion of agricultural lands extending outward from existing urban development.
2. Urban-agricultural conflicts can be minimized by maintaining temporary open space corridors between the advancing line of urbanization and the receding line of agricultural operations. A permanent open space corridor is proposed by the General Plan at the north end of the urban pattern shown within SPA #2.

Seismic Hazards

The occurrence of a major earthquake within the region poses a serious potential for soil liquefaction and levee failure within SPA #3, along with the consequent possibility for the loss of life and property due to flooding and structural failure. A serious earthquake could generate panic among thousands of visitors to a theme park and among spectators and participants in other events.

Mitigation Measures:

Policies of the Hazard Management Element of the General Plan serve to mitigate the above impacts. They include the following:

- Conformance of building design and construction to the latest seismic requirements of the Uniform Building Code.
- Limiting the height of structures.
- Facilities needed for emergency response must withstand a maximum credible earthquake and remain operational.
- Requiring soil compaction tests and geotechnical analysis of soil conditions prior to project approvals.
- Preparation of soils and geologic reports to be considered in structural design.
- The adoption and implementation of an Earthquake Disaster Plan.
- Design of utility systems to withstand a serious earthquake.
- Levee reinforcement and flood control facilities necessary to avoid the hazards of a 100 year intensity flood condition.

Water Supply

Failure to achieve an assured permanent supply of potable water from sources other than conventional wells will jeopardize the City's ability to assure water to new development. The conversion of agricultural water entitlements to urban use poses a potential for reducing or losing continuing entitlements that will

be needed for agricultural use as phased urbanization occurs. If any substantial reduction or loss were to occur, it could result in the premature commitment of agricultural lands to urban use.

Mitigation Measures:

1. Development within SPA's #2 and #3 shall be withheld until the extent of development to be approved is supported by assurance that a firm supply of potable water will be obtained commensurate with the amount of urbanization to be served.
2. Any conversion of agricultural water entitlements for the Stewart Tract to urban use must assure the continued availability of water for on-going agricultural use until such time that conversion of lands to urban use is justified.

Drainage and Flood Control

Within all SPA's, surface water drainage from streets and other paved surfaces will contain petroleum distillates, grease and chemicals that can degrade the quality of receiving waters of the San Joaquin River and its tributaries. Flooding of the Stewart Tract that occurs during periods of heavy rainfall, or that could occur from a break in the levee system, has the potential for serious damage to property and personal injury. Areas where underground water combines with loose soils to create quicksand conditions pose serious hazards to urbanization.

Mitigation Measures:

1. The special system needed to remove hydrocarbon and other contaminants from surface drainage water prior to disposal to water courses must be addressed in the Master Drainage Plan prepared for each sub-plan area. A capability for on-going monitoring of the system(s) will be required.
2. The potential for flooding of the Stewart Tract requires that levees be reconstructed and strengthened to standards of the Corps of Engineers as has already been accomplished for the levee along the east bank of the San Joaquin River. Affected levees will be those along Old River, the west bank of the San Joaquin River and Paradise Cut which may require reconstruction around the entire Tract to carry out land use proposals of the General Plan. [see measure 3, below].
3. In connection with and in addition to Measure 2, above, a variety of approaches to flood-proofing should be considered to close the gap to floodwater that exists between Old River and Paradise Cut. This middle reach of the Stewart Tract does not have levee protection that crosses the Stewart Tract. Ways must be determined during preparation of the Gold Rush City Specific Plan to assure adequate flood-proofing of Gold Rush City as phased development occurs.

Biological Resources

Fish and Wildlife:

Information provided in Parts III and V of this document indicate that the Swainson's hawk habitat will be adversely affected by development in SPA #3 and by partial development within SPA #2. The principal impact will be the loss of foraging habitat and the possible loss of historical nesting habitat, the possible abandonment of nesting territories, and relocation of the hawk to other suitable habitat if available. If suitable nesting territories are not available to support relocation in relation to other hawk territories, then a net loss in the hawk population could result which would further exacerbate the condition of the hawk as a threatened species. There is also the possibility that other species of rare,

endangered or threatened species of wildlife exist within the Planning Area, which were not observed during field surveys conducted in February/April, 1991.

The fishery of the San Joaquin River and its tributaries may be threatened by the potential for contamination of waters by urban runoff and up-stream agricultural drainage.

Mitigation Measures:

1. For the City to be able to adopt and implement a General Plan proposing urbanization within close proximity of previously documented Swainson's hawk nesting sites, it will be necessary for the City to either adopt its own Habitat Conservation Plan (HCP), or to participate in the HCP being considered by the City of Stockton. Other jurisdictions are also considering participation with Stockton, including Lodi, Tracy and the County of San Joaquin. This approach can allow for reasonable urban expansion while retaining Swainson's hawk populations into perpetuity.
2. Policies of the Resource Management Element in Part V call for habitat retention and habitat enhancement to deal with known and as yet unknown sensitive species of plants and animals. Additional biological field surveys will be required as part of the Specific Plan preparation process to determine whether any other sensitive species are present.
3. The quality of river waters is to be protected from urban runoff by the collection and disposal of potential contaminants prior to surface water disposal to the San Joaquin River or its tributaries. The protection of river water from upstream contamination by agricultural drainage requires control by the Regional and State Water Quality Control Boards.

Riparian Vegetation, Wetlands and Watercourses:

Riparian vegetation, wetlands and watercourses are potentially threatened by the prospect of urbanization.

Mitigation Measures:

Policies of the Resource Management Element in Part V call for the protection and enhancement of riparian vegetation, existing wetlands and watercourses, and the creation of new wetlands for wildfowl management through the ponding and distribution of properly treated wastewater from wastewater treatment facilities to be constructed to serve urban development within SPA's #2 and #3.

Noise Effects

Noise from freeways already adversely affects the residential environment immediately east of Interstate 5 within SPA #1, and has the potential for exceeding standards of exterior noise in planned residential areas north of Lathrop Acres. Similarly, railroad noise has the potential for adverse impact on residential areas planned along the west side of the S.P. Railroad within SPA #1. The potential for adverse noise in these same planned residential areas is posed by intermittent helicopter flyovers associated with air traffic at Sharpe Airport.

Mitigation Measures:

1. Require noise attenuation for freeway and railroad-generated exterior noise to meet State noise standards, including sound walls and/or landscaped berms as appropriate. If berms are used, they

should be located within multi-purpose open space corridors for pedestrian and bicycle travel located along the east side of Harlan Road within SPA #1.

2. Require interior noise attenuation through building construction as a means to mitigate excessive railroad- and helicopter-generated noise.
3. Require noise attenuation as required by State standards for commercial and industrial operations.
4. Plan for the accommodation of uses along freeways wherever possible which are not sensitive to traffic-generated noise.

Transportation/Circulation/Traffic

The Project has the potential for serious adverse impacts upon the freeway system, including inhibiting the free-flow of through traffic, the creation of traffic congestion at key interchanges along Interstate 5 (Lathrop Rd. and Louise Avenue) and requiring premature freeway lane expansion along I-5, the I-5 "merge" between Rte. 120 and I-205 and I-205 west of Gold Rush City.

The degree of flexibility created by policies of the General Plan that leaves decisions on the design of the circulation system to the Specific Plan stage is necessary, provided that it does not introduce a potential for modifying land use and circulation system relationships contrary to those intended by the General Plan.

The potential for serious regional and inter-regional congestion of the freeway system exists once a theme park is open to the public or when significant population growth has occurred if a meaningful commitment to transit services fails to materialize during early stages of development. Areas of most significant regional impact would occur along I-205 through Tracy to its intersection with I-580, along I-5 between Lathrop and the central freeway connection between I-5 and Freeway 99 at Stockton, and along Freeway 99 north of Stockton and south of Manteca.

Existing and projected conditions of Manteca-generated through traffic on Roth Road, Lathrop Road, Louise Avenue and Yosemite Avenue suggests an inter-community approach to traffic planning and roadway improvements.

Mitigation Measures:

1. An expressway is required as a parallel facility west of I-5 from Lathrop Road to Gold Rush City. This facility is essential to maintaining I-5 capacity through the Lathrop planning area for the 20 year period of buildout projected by the General Plan. Depending on the extent of Gold Rush City development that actually occurs over the next 5-10 years, a second expressway providing access to Gold Rush City from the east may also be necessary.
2. State Route 120 requires expansion to four lanes of traffic between I-5 and Freeway 99. This project is planned as part of Caltrans' current State Transportation Improvement Program [STIP].
3. The commitment to interregional, regional and local transit described under the topic of Air Quality is absolutely essential to mitigating the traffic circulation impacts listed above. Such commitment is required during the earliest stages of development design involved in the preparation of Specific Plans for SPA's #2 and #3.
4. Freeway improvements that may be required because of Lathrop-generated traffic are to be financed in part through payment of a fair-share transportation improvement fee for all new

- development projects; improvements required to the local Arterial street system because of Lathrop-generated traffic are to be financed in part through a fair-share traffic improvement fee for all new development projects.
5. Yosemite Avenue will require extension as an expressway from its interchange with State Route 120 southwesterly along the Union Pacific Railroad to where it would provide access to commercial development on both sides of the San Joaquin River and to Gold Rush City via an existing floodway underpass of the merge section of Interstate 5.
 6. Arterial street improvements will be required along Roth Road, Lathrop Road, and Louise Avenue from I-5 to Airport Way, and along Airport Way between Roth Road and Yosemite Avenue.
 7. Long-term requirements for transportation/circulation/traffic improvements that extend beyond the 20 year buildout envisioned by the General Plan include preservation of the right-of-way required for a six-lane extension of the parallel expressway within SPA #2 from Lathrop Road to the north line of the planning area north of Bowman Road, the right-of-way needed to accommodate a future grade separations of the S.P. and U.P. Railroads at Roth and Lathrop Roads, and preservation of S.P. Railroad rights-of-way that provide a connection for main line service southeasterly through the San Joaquin Valley.
 8. Manteca and Lathrop should both be imposing traffic impact fees to help pay for improvements to inter-community expressways/arterial streets.

Air Quality

Large quantities of air pollutant emissions can be expected from both vehicle and stationary sources under full project development. Impacts to ozone and Carbon Monoxide levels will not seriously violate State and Federal standards of air quality.

Mitigation Measures:

1. An early commitment to transit to serve the intra-community and commuting needs of people residing east of the San Joaquin River.
2. A capability for regional and inter-regional transit in place as a primary means of moving people to and from Gold Rush City at or as close to the time of initial theme park opening as possible.
3. A capability for transit and other non-auto means of moving people within Gold Rush City at the time of initial recreation residential development.
4. Planning from the outset for the incorporation of intra-urban transit lanes separate from traffic lanes within certain of the rights-of-way needed for designated expressways and arterial streets.
5. Through careful attention to project design in all sub-planning areas, some mitigation is possible by providing for the following: an even distribution of vehicle traffic to and from the freeway system; and, arterial street design, major intersection design and signalization to assure Level of Service C or better during non-peak hours.
6. Expressway design to limit access to intersection intervals of no less than one-half mile wherever feasible (subject to existing intersection spacing within SPA # 1).
7. Extensive landscaping to add oxygen to the atmosphere; separate access to truck loading areas where feasible.
8. Mitigation through construction management to include: control of fugitive dust during site construction; early paving of streets and parking areas; and ability for the City to contact contractors to employ soil erosion and dust control measures, or to cease operations due to high wind conditions.

9. Mitigation through transportation system management actions (TSM) will become an important means to reduce the effects of vehicle emissions, once industrial and major commercial investors become known.

Light and Glare

A potential exists for adverse effects of neon and area lighting in Gold Rush City commercial centers on residential development directly east of the San Joaquin River. The worst impacts would be from the "bounce" effect of commercial center lighting during nights of low overcast or fog. A potential also exists for adverse effects of lights from traffic on residential areas adjacent to the planned Stanford Blvd. and Louise Avenue expressways providing access to Gold Rush City.

Mitigation Measures:

1. Mitigation of direct off-site glare can be achieved in part through the hooding of exterior commercial lighting, and especially that lighting mounted high on building walls, poles, roofs and commercial recreation equipment and facilities.
2. Light generated by freeway and expressway traffic can be mitigated considerably by heavy tree and high shrub landscaping along the outside edge of transportation corridors adjacent to residential development. Residential lots which back onto such corridors, as proposed by the General Plan, will aid in this objective.

Land Use, Population and Housing:

Impacts and mitigation measures associated with land use patterns and the magnitude and distribution of population and housing envisioned by the General Plan are functions of other topics analyzed as part of the General Plan and EIR.

Energy Utilities; Solid Waste Management:

The impacts on public utility systems will be those which generate the need for new or expanded gas, electrical, telephone, and cable service lines and appurtenant facilities. The demand for energy may be sufficiently great to require the installation of a new electrical distribution substation and altered transmission line service to the area.

The project generates a potential need for centralized services to gain access to telecommunications systems and satellites which are likely to be developed to serve the surrounding metropolitan area(s).

Solid waste management will become a major requirement of service to the urban area, with considerable truck traffic to be generated under conventional means of pickup and disposal.

Mitigation Measures:

1. Separate but related power demand considerations are posed by development in Gold Rush City v. development in SPA #'s 1 and 2 east of the San Joaquin River. These should be addressed during the preparation of Specific Plans in close coordination with the Pacific Gas & Electric Company.

2. All gas, electrical, telephone and cable distribution lines are to be placed underground; if overhead transmission line rights-of-way are required, they should be incorporated within open space corridors so as to minimize their visual impacts on the urban environment.
3. A highly efficient system of solid waste pickup, hauling and disposal will be required because of the significant solid waste generation expected from large-scale commercial and industrial use. This system should operate as much as possible during off-peak hours of traffic movement on the freeway and local street system.
4. The City should adopt an energy conservation ordinance, with provision for energy conservation features as part of all construction intended for human use.

Human Health

While it is the intent of the City to seek industries which are environmentally "clean", the potential for operational characteristics that can be dangerous to the health of the labor force and of the community remains. In the absence of known industries, several measures are needed to assure that adverse impacts to public health and safety will not occur.

Mitigation Measures:

1. Develop a list of industrial uses that will require specialized assessment as to potential for adverse impacts.
2. Require process engineering analysis by qualified experts of proposed industries having a potential for adverse impacts.
3. Utilize advanced technology in the design and operation of wastewater management facilities to assure the avoidance of an upset that could endanger human health.

Cultural Resources

Known archaeological and cultural resources could be inadvertently damaged through the development process. It is possible that archaeological and cultural resources that have not been found and mapped may be unearthed during the construction process and become damaged or lost.

Mitigation Measures:

1. Mitigation against the potential loss of known archaeological and cultural resources can be avoided at the time of development application in accordance with the procedures of CEQA Guidelines, Appendix K. Locations cannot be made known to the general public if vandalism of important finds is to be avoided. The alternatives for development design in areas of known resources must be reviewed by Native Americans having competence in understanding the importance of the resources and of the desired methods to assure their preservation.
2. Mitigation against the potential loss of as yet unknown archaeological and cultural resources will require close monitoring of construction activities by the City. The close proximity of properties intended for development to natural watercourses should be taken as a signal of the potential for unearthing yet unknown resources. In such cases, the City should instruct developers and construction foremen of the potential for damage to artifacts and provide written instructions as to the importance and necessity of halting all excavation work until the significance of the finds can be evaluated by competent archaeological and Native American specialists.

Recreation

Through improper design and location, open space corridors for recreation use can introduce and encourage activities which can threaten the peace, tranquility and safety of residential areas.

Mitigation Measures:

1. Access to levees of the San Joaquin River (and its tributaries) for recreation purposes should be limited to locations where access is direct via the street system and easily viewed.
2. Open space corridors within residential areas and the community at large are to be designed and located to be in continuous public view and easily accessible from public streets.

Schools

The impacts of residential development on the Manteca Unified School District can be significant and adverse without adequate funding for school facilities.

Mitigation Measures:

In addition to the school impact fee structure already in place, the School District should explore other sources of revenue from fees on new development that have been determined by the California Supreme Court to be within the authority of local school districts to utilize for financing school facilities.

ALTERNATIVES

The "no project" alternative is the environmentally superior alternative, since it would not require any development west of Interstate 5. Of the alternatives that would involve development west of Interstate 5, Alt. 2 - Further Reduced Area of Urban Expansion would be the most environmentally superior alternative, followed by Alt. 1 - Reduced Area of Urban Expansion and the General Plan as proposed. Alt. 2 is shown without Gold Rush City. However, an equally viable approach would be to reduce Gold Rush City as in Alt. 1 and further reduce residential development east of the San Joaquin River because this area would generate greater traffic and air pollution than Gold Rush City.

ISSUES RAISED BY OTHER AGENCIES AND ISSUES TO BE RESOLVED

The neighboring cities of Stockton, Manteca and Tracy have raised questions concerning the regional effects of the project as proposed, effects on existing and future spheres of influence, and fiscal impacts of the project on the three cities. Issues to be resolved include a determination of a logical ultimate sphere of influence for Lathrop vis a vis the other three cities, and inter-jurisdictional responsibilities for providing water and sewerage systems and for financing improvements to existing Arterial streets that serve Lathrop and Manteca.

MITIGATION MONITORING

As required by State law effective 1/1/89, the City of Lathrop is required, as the Lead Agency, to establish a mitigation monitoring and reporting program to cover all mitigation that may be required during the course of build-out within the planning area. The monitoring required is summarized in Table I-2. A full description will be required by the City Council prior to Council certification of the Final EIR.

TABLE I-2
SUMMARY OF MITIGATION MONITORING REQUIREMENTS

TOPIC	Responsibility for Implementation	Mitigation Measure Required	When Monitoring is Required	When Mitigation is Completed	Who Needs to Verify Completion
SPECIFIC PLAN PREPARATION & ADOPTION	City of Lathrop in cooperation with developers	Finer grained urban design and environmental analysis	Throughout Specific Plan preparation process	Upon adoption of the Specific Plan(s) by the City of Lathrop	Lathrop Planning Commission & City Council
FOUNDATION SAFETY	Developers	Adequate foundation soils engineering	During preliminary project design stage	Upon submission to and approval of plans by City	City Engr. & City Building Official
AIR QUALITY	Gold Rush City	Staged program of providing rail transit	At or soon after theme park opening	On-going staged program to assure transit	Lathrop, County Transportation Agency
	Developers	Fugitive dust control	During project construction	Completion of construction	City Public Wks. Dept.
	Large employers	Trans. management	On-going	On-going	City, company management
	Stationary sources	Emission control	On-going	On-going	Air Basin Control Dist., EPA, ARB
FARMLAND CONVERSION	City	Phased development	On-going	On-going	City Plan. Dept., City Council
WATER	Gold Rush City	Flood proofing	During project construction	Prior to occupancy permits	Corps of Engrs., Reclamation Dist. & City
	City, Gold Rush City	Obtain entitlement to adequate firm supply	Prior to project construction	Prior to project construction	City of Lathrop
	Developers/City	Construct staged facilities for reclamation reuse	First facility prior to development west of I-5	Prior to occupancy permits	City, Regional Water Qual. Control Bd.
	Developers	Drainage collection & disposal facilities	During project construction	Prior to occupancy permits	City of Lathrop
BIOLOGICAL RESOURCES	Developers	Habitat replacement, enhancement & expansion	During or prior to project construction	Somewhat ongoing - when results are evident	Dept. F & G, Corps of Engrs.' F & W Service, State Lands

TABLE I-2 cont.

TOPIC	Responsibility for Implementation	Mitigation Measure Required	When Monitoring is Required	When Mitigation to be Completed	Who Needs to Verify Completion
CIRCULATION & TRAFFIC	Developers	On-site and off-site street improvements	During project construction	Prior to occupancy permit	City Engr./Pub. Works Dept.
	Developers/ City/County/Caltrans	Freeway & interchange improvements	On-going; & during Caltrans STIP	At completion of contract construction	Caltrans, City Engr., County Public Works
	City/County	Improvements to exist. Arterial & Collector streets	During Capital Improvement Program	At completion of contract construction	City Engr., City & County Pub. Works Depts.
NOISE	Developers	Noise attenuation	Project approval & construction	Prior to occupancy permit	City Pub. Works/ Planning
ENERGY UTILITIES	Developers	Planning & installation of facilities	Specific Plan stage	Prior to occupancy permit	P.G. & E./ City Pub. Wks.
HUMAN HEALTH	Developers	Hazard./toxics; qualified process engineering	Project design & approval	Prior to occupancy permit	City Engr./Pub. Wks./Dept. of Health Services
AESTHETICS	Developers	Achieve urban design and bldg. quality	Project design & approval	Prior to bldg. permit	City Planning/ Developer design review
OPEN SPACE-/RECREATION	Developers/ City/School Dist.	Park & open space improvements	Project design & approval	Prior to occupancy permit	City Planning/ Pub. Wks./Rec./ School District
SCHOOLS	Developers/ Manteca Unified School District	School planning & construction	Project construction, Capital Improve, Prog.	Project construction, on-going	Manteca Unified School District/ City Planning
REDEVELOPMENT	City Redevelop. Agency	Plans & improvements	On-going	On-going	Redevelopment Agency
DEVELOP. REGULATION	City staff, Plan Comm., Council	Development permits	Specific Plan, zoning & sub. ord. admin.	On-going	City Planning/ Commission & Council

PART II

GROWTH ASSUMPTIONS AND OPPORTUNITIES; GOALS, MAJOR POLICIES AND MAJOR PROPOSALS OF THE GENERAL PLAN

THE BASIC PLANNING CONCEPT - REDEVELOPING AND EXPANDING LATHROP AS A "NEW TOWN"

From the outset of the General Plan Program during the spring of 1990, a fundamental realization emerged that the people of Lathrop enjoy a unique opportunity to plan and manage future development in a manner seldom available to other communities in California or the Nation. In effect, the General Plan calls for creating a new town with a population of about 30,000 by the year 2012. The new urban complex would contain all of the physical improvements and services required to serve that population, along with an economic base in industry and commerce capable of fully supporting anticipated population growth.

Historically, the community of Lathrop developed primarily as an industrial center rather than as a city having an industrial base. Other than scattered industrial development, Lathrop's land use pattern is comprised mostly of modest older housing areas that concentrated north of Lathrop Road and along the west side of the Southern Pacific Railroad, and the more recently constructed housing areas east of I-5 and south of Lathrop Road. Commercial development is limited to neighborhood and highway commercial use at the Lathrop Road and Louise Avenue interchanges with Interstate 5. Lathrop does not have a downtown, and lacks the availability of many of the private and semi-public services that may be found in most small towns in rural California that began as cities.

Given this legacy, Lathrop's future as a city lays in its ability to create and manage a "new town" that takes advantage of the City's strategic location in Northern California in relation to powerful dynamics in employment, housing, trade and transportation that are reshaping the patterns of metropolitan expansion in the San Francisco Bay Area, the Northern San Joaquin Valley and the Southern Sacramento Valley.

The basic development policies for this new town plan have been developed through extensive study and discussion by a Citizens Advisory Committee and the City Council, close cooperation with affected landowners, and review with staff of the Local Agency Formation Commission, San Joaquin County and the nearby cities of Stockton, Manteca and Tracy. A partnership approach has been followed where major property owners have organized and jointly examined (with the City) alternatives for all of the property within the planning area.

FACTORS WHICH SUPPORT THE NEW TOWN PLANNING APPROACH

The factors which support the case for a new town approach to future development include strategic location, accessibility, economic potential, relationship to surrounding communities, and environmental resources. These and other factors are described below:

Strategic Location, Accessibility and Economic Potential:

1. Lathrop's planning area sits astride one of the major freeways in the State and the major north-south freeway along the entire West Coast. Interstate 5 connects with British Columbia

and Mexico, and intercepts every east-west interstate highway in the Pacific Northwest, and in the states of California, Nevada, Idaho, Utah, New Mexico and Arizona. I-5 connects with the Stockton and Sacramento metropolitan areas to the north, the San Francisco Bay Region to the west, and the Los Angeles and San Diego regions in Southern California. State Route 120 provides a connection with U.S. Highway 99 four miles to the east which interconnects the chain of metropolitan areas of the San Joaquin Valley, including Modesto, Merced, Fresno-Clovis, Visalia-Tulare-Porterville, and Bakersfield. [See Figure II-1]

2. Within Northern California, Lathrop lays at or near a crossroads of transportation facilities, including intercontinental railways, interstate highways, Delta waterways, an international airport, an interstate power intertie, and natural gas pipelines. Figure II-2 shows that Lathrop literally is in the center of the Northern California transportation and metropolitan complex.
3. The Central Valley economy is one of the most robust in the State. It has higher population growth rates than do the larger coastal metro areas, the North Coast or the mountainous areas of the State. Population projections by the State Department of Finance anticipate that growth will continue for the foreseeable future. Part of the strong housing demand is due to the Valley's natural advantages of pleasant living conditions, the nearness of the Delta for water-oriented recreation, and easy access to the recreation opportunities of the Sierra. While some of this demand is from continuing growth in the local economies of the Stockton and Modesto metro regions, much of it is also due to the lack of reasonably priced housing, and to the traffic congestion and densely populated conditions in the San Francisco Bay Region. The unavailability of adequate housing to serve the rapid employment growth occurring in the Pleasanton-Dublin-San Ramon-Livermore (Tri-Valleys) area is becoming increasingly important to the local housing market.
4. Convenient access from other parts of the State, and access to the San Joaquin River and the Delta, offers significant opportunities for creating recreation opportunities for the region which can generate considerable employment and revenue for the local economy. A "Gold Rush" theme park is proposed as the centerpiece of such commercial recreation attractions. The San Joaquin River channel which forms part of the western edge of the Planning Area provides boating access to Delta waterways as it flows northwesterly to its junction with the Sacramento River at Antioch.
5. The railroads offer a prospect for Lathrop becoming a hub for expanded interregional rail passenger service. This prospect has been improved recently by voter approval of statewide transportation bond and tax issues, and by studies being conducted by the State Transportation Agency as a basis for developing high speed inter-regional rail corridors.
6. A potential exists for the attraction of region-serving commercial centers. In addition to the Gold Rush theme park and related resort and commercial recreation attractions, other region-serving centers would include a factory outlet center, a regional office center and a research and development complex. The latter two centers have potential because of the need for sites close to areas where many employees can find affordable housing. The potential for region-serving commercial recreation has already been proven with the water recreation center located at Oakwood Lake in the southern part of Sub-Plan Area #1.

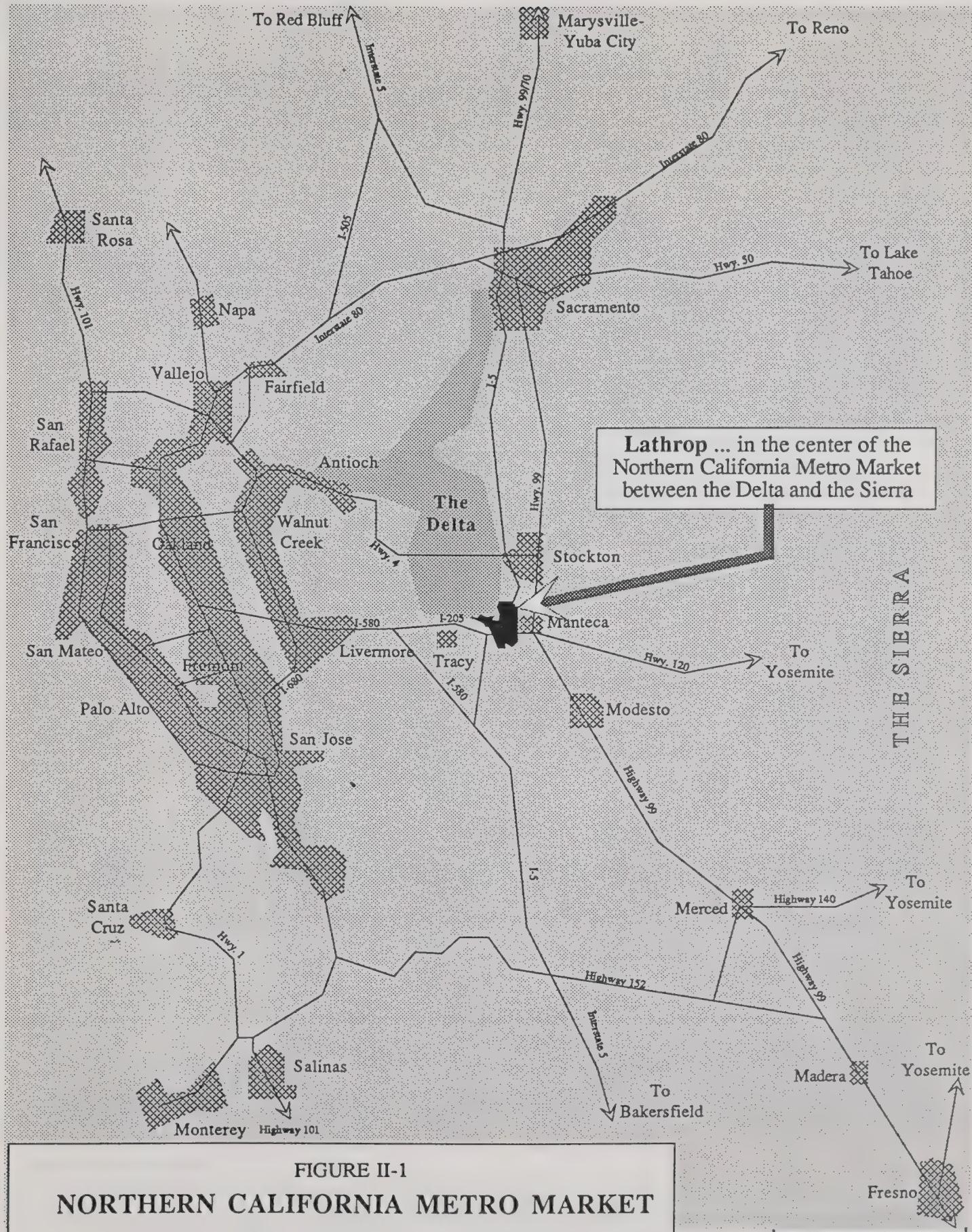
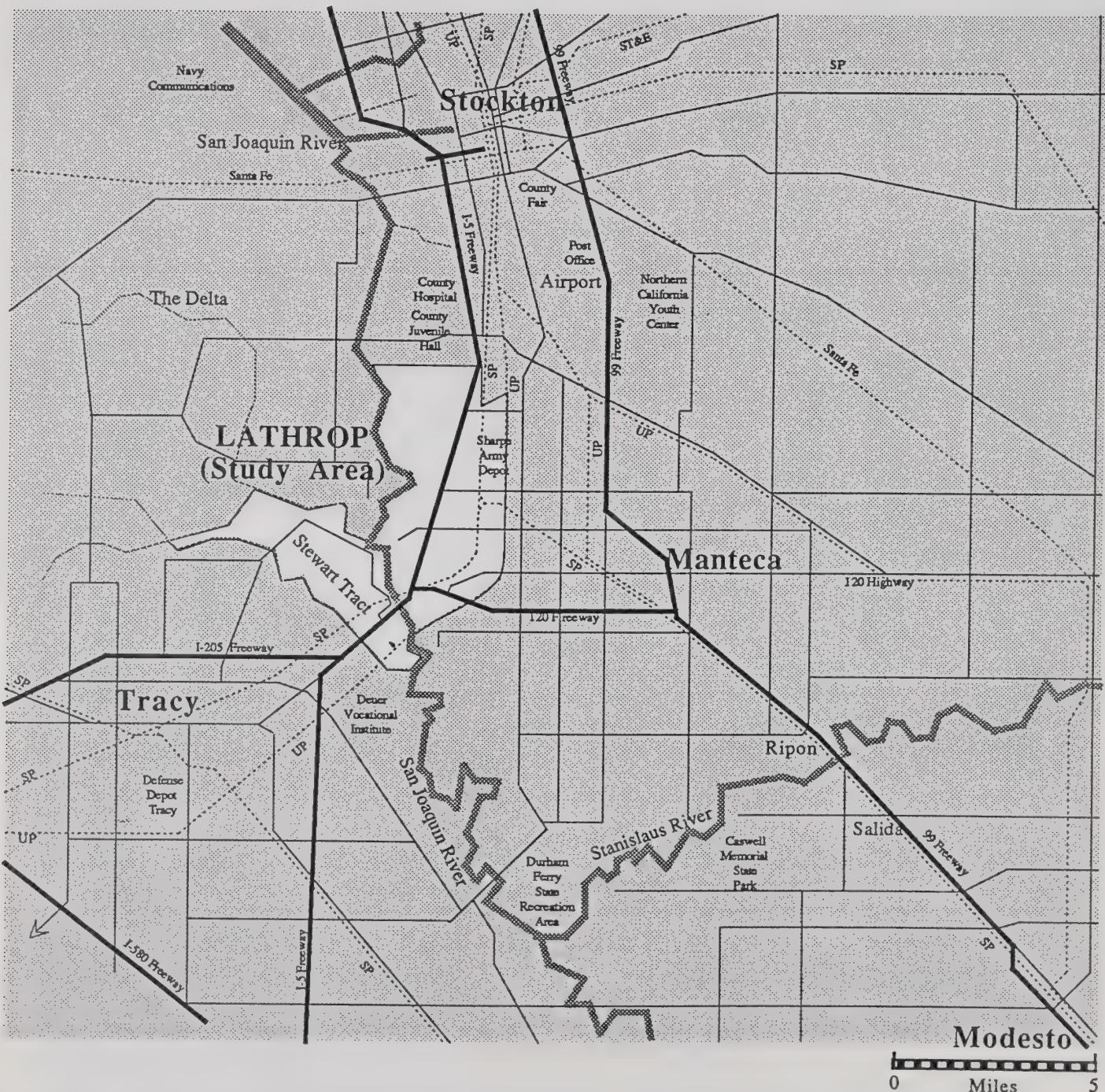


FIGURE II-2

LATHROP'S LOCATION IN THE SUB-REGION



It will be a number of years before new residential growth will occur sufficient to justify the development of conventional community and regional shopping centers. This will occur slowly both because development of the new town will occur in phases and because of competing major centers in Stockton, Manteca and Tracy. In the interim, specialized centers such as the Factory Stores at Vacaville, highway commercial centers like the Nut Tree and Anderson's, auto dealer plazas, auto care centers and business service complexes should be considered. Commercial characteristics will continue to evolve over the next 20 years as they have over the last 20. Consequently, there is a challenge to accommodate the types of centers for which a market exists today without closing the door on opportunities for more specialized centers which the population of the City and surrounding communities can support in future years.

7. The potential for attracting industry continues, provided that new industries are free of conditions that could adversely affect air and water quality and the public health. New industrial opportunities will include light industry, warehousing and distribution, incubator facilities for housing fledgling industries, truck and container terminals, business parks (with multi-tenant buildings), high technology, regional offices, and utility, contractor and service commercial buildings and yards. A variety of industrial and office environments will also be needed.

Opportunity to Work with a Few Landowners Controlling Large Acreage:

The vast majority of acreage within the planning area west of I-5 is owned and controlled by relatively few owners. Their need to cooperate with each other and the City in preparing and executing plans for private development has been emphasized throughout the period of General Plan preparation. The need for such cooperative effort is dictated by the realities of developing adequate systems for water supply, sewage disposal and surface water drainage, and by the realities that maximum economic benefits will flow from a well-planned and phased development process. For the City, this approach poses a unique opportunity to create a new (and revitalized) City that will reflect the best traditions of community building.

The ability of the City of Lathrop to work with but a few landowners to create a new urban complex is indeed a major factor in support of the expanded Planning Area and in amending the City's Sphere of Influence boundaries. The opportunity exists to create a highly efficient and exceptionally pleasant community environment, devoid of many of the problems associated with established communities which are being thrust into roles of rapidly accommodating new population while at the same time trying to overcome the deficiencies of an existing urban pattern and to restructure that pattern as the core of a much larger community.

Environmental Resources:

Lathrop's expanded planning area offers a variety of environmental resources and conditions that lend themselves to the creation of a new town. In addition to the San Joaquin River environment, there are scenic vistas of the Coast Range and the Sierra, a predominance of Class III soils, recently strengthened river levees which protect the lands west of I-5 to the River from the ravages of a 100 year intensity flood, and prevailing winds which frequently flush the air envelope of pollutants.

Even the potential for negative environmental impacts cries for a comprehensive approach to develop feasible means of mitigation within a framework of new town planning policies and techniques. As compared to the conventional approach of adding population and housing to surrounding communities a

few subdivisions at a time, the economies inherent in new town development provide financial leverage and feasibility to the wise management and protection of environmental resources. Important examples include the assurance of adequate water supply and water conservation through reuse of treated sewage effluent and pre-treatment by industry to where the total amount of water needed for the community will be substantially less than now required by agricultural use. Other examples include the enhancement of wildlife habitat, reducing the impacts of traffic on air quality through multi-modal transportation, protection from the potential for liquefaction of foundation soils due to earthquakes, and enhancement of public access to recreation resources of the San Joaquin River and Delta.

Revitalizing the Existing Community

Lathrop's existing urban pattern is confined to lands which lay between Interstate 5 and the Western Pacific Railroad. Older housing areas which comprised the original settlement are in need of improvement to public service infrastructure and housing quality. Through policies of the General Plan which seek a sound economic base and tax base in support of residential expansion, it will be possible to progressively achieve the revitalization of blighted properties to where many existing residents and land owners will benefit significantly from the City's planning program. In some cases, benefits will be realized through the revitalization of properties under programs of a Lathrop Redevelopment Agency. In other cases, benefits will result from important changes in land use policy which will create higher land values.

A City Capability to Meet the Task of Governance:

As a brand new city, Lathrop is unfettered in its capability to think and act in a manner which will bring the concept of a new town into reality, and to provide the levels of public service that will be equal to the task. From the beginning of its planning program, the City defined its commitment to do the right job the first time out, recognizing that there is little room for error.

ANTICIPATED GROWTH IN POPULATION, HOUSING AND ECONOMIC ACTIVITY

Population and Housing

Lathrop's population is expected to reach approximately 30,000 over the 20 year planning period to 2012. This population (an increase of 23,000 over 1991) is expected in response to the dynamic economy of the Central Valley as well as from continuing inflow of commuters from the Bay Area, Silicon Valley, "Tri-Valley" and Sacramento employment growth centers. Just how much residential building is likely to occur in the City is a matter of some conjecture. In the final analysis, it will depend on a variety of factors including the quality of housing to be constructed, and the management, marketing and pricing skills of the developers in meeting a constantly changing market and strong competition. In 1990, the Census Bureau reported Lathrop with a population of 6,841 residing in 1,927 households and 2,040 housing units. For purposes of projection, the population at the beginning of the planning period is assumed at 7,000.

There currently are at least three different projections of the City's potential population and residential growth over the next 20 years -- 18,000, 26,300 to 31,800 and 29,000 to 33,000.¹ These projections

¹ A fourth scenario was examined based on a combined population holding capacity of Sub-Plan Areas #1 and #2 of 55,000, with urbanization occurring out to the northern and western limits of the Lathrop Planning Area. This fourth scenario was dropped when it became clear that the magnitude of local economic development would not support such a level of growth except over a period of perhaps 40 years.

FIGURE II-3
POPULATION TRENDS & PROJECTIONS
 City of Lathrop
 1980-2010

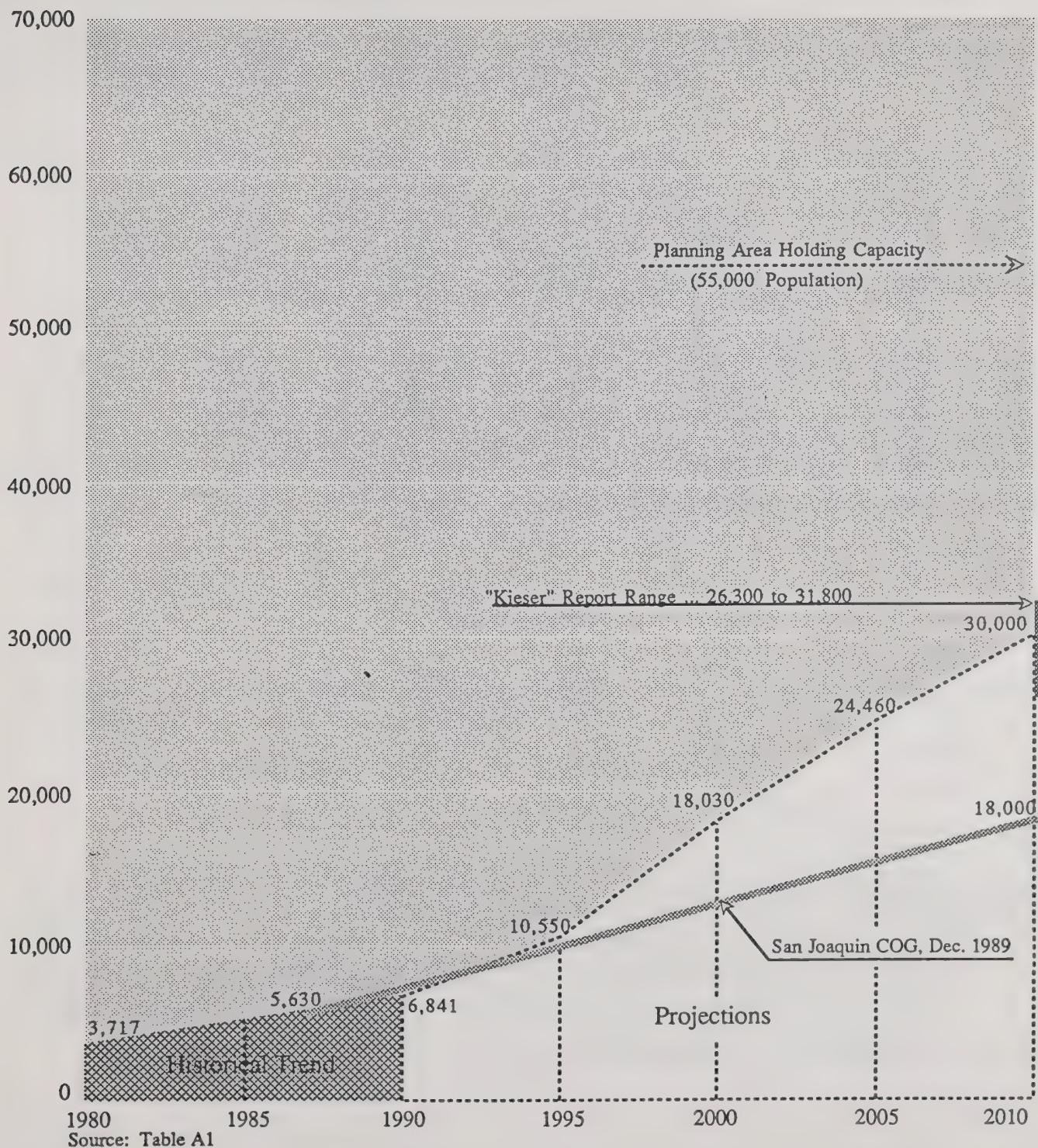


TABLE II-1

POPULATION AND HOUSING TRENDS AND PROJECTIONS

Year	Population	Households	Housing Units	Pop. Per Household	Vacancy Rate
HISTORICAL					
1980 [1]	3,717	1,071	1,189	3.471	9.9%
1981	3,889	1,106	1,230	3.517	10.1%
1982	4,056	1,151	1,270	3.525	9.4%
1983	4,257	1,205	1,320	3.532	8.7%
1984	4,481	1,256	1,380	3.568	9.0%
1985	4,842	1,360	1,480	3.560	8.1%
1986	5,216	1,469	1,580	3.550	7.0%
1987	5,558	1,566	1,680	3.550	6.8%
1988	5,981	1,685	1,800	3.550	6.4%
1989	6,407	1,805	1,920	3.550	6.0%
1990 [1]	6,841	1,927	2,040	3.550	5.5%
1991	6,997	1,975	2,098	3.543	5.9%
PROJECTIONS					
1995	10,554	3,059	3,220	3.450	5.0%
2000	18,027	5,463	5,720	3.300	4.5%
2005	24,463	7,891	8,220	3.100	4.0%
2010	30,000	10,345	10,720	2.900	3.5%

Note: 1980-1990 figures are for 1/1 (except [1] are for 4/1). The Census Bureau's "Thank you America Counts" reported that the "city's" population was 4,112 in April 1980.

Sources: 1980 and 1990 numbers are Census data.

1981 to 1989 are judgement interpolations between them.

1991 State Department of Finance annual estimates.

The projections are based on an annual growth of 500 units per year starting in 1993 (and 60 during 1990-92).

The household and population estimates are based on the average population per household and vacancy trends needed to "match" the numbers estimated by the project characteristics tables. These estimates are for a slightly larger number of housing units ... 11,203 with 10,835 households and a population of 31,181.

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page 1

are shown on Figure II-3 and in Table II-1. The three projections are as follows:

1. San Joaquin County Planning Department's 1989 Update of the General Plan for the Lathrop Area: County staff projected an increase from 5,630 people and 1,900 housing units in 1987 to 18,000 people and 6,740 housing units in the year 2010.
2. The "Keiser Report" released in June, 1991: Prepared as part of the County's study of six potential "new cities", the report estimates a 20 year population increase at 26,300-31,800, with 9,650-11,675 housing units.
3. Review of 1970-1990 experience in six moderate-sized cities in the region: The experience of Ceres, Folsom, Lodi, Manteca, Tracy and Turlock indicate that all averaged 400-600 housing units per year under aggressive conditions of growth for a decade or more, with this level occurring 75% of the time. Assuming an aggressive economic development program for Lathrop, the City could develop an average of 500 housing units per year for 20 years. This rate would result in a total of 11,000 housing units and a population in the range of 29,000 to 33,000.²

For purposes of the Lathrop General Plan, the third projection has been selected. By the year 2012, the City could have a population close to 30,000, involving 10,720 housing units. This is based on a housing mix of 7,370 single family units (70.3%), 620 multi-plex units (duplexes, triplexes, and fourplexes), 2,260 apartments and 300 mobile homes. On an annual basis, the survey of the six cities indicated the construction of 500 units, with an approximate housing mix of 300 single family detached, 40 single family attached townhouses, patio homes, etc., 30 multi-plex units and 130 apartments or condominium type rentals.

Economic Activity

Employment:

As a recently established municipality with a relatively small population, Lathrop is unusual in having an established employment base. This base includes:

- The Sharpe Depot.
- Several large industries, including Libby-Owens-Ford and Simplot.
- An active developer constructing the 535 acre "Crossroads" industrial/commercial park.

The San Joaquin County Planning Department and Council of Governments have estimated that the City had about 5,300 "local" jobs in 1987, with about 1,400 at the Sharpe Depot, 2,400 in manufacturing and 1,500 in other types of employment. The County anticipates that employment will reach 11,500 in the next 20 years --- an increase of 6,100 jobs or 113%. Growth in local employment is expected to be strongly influenced by two elements:

1. The effectiveness with which new region-serving industrial and commercial development can be attracted.

² This growth rate would require that Lathrop attract 15%-20% of all new housing occurring in the southern part of San Joaquin County, in competition with already established building programs in Manteca, Tracy, and Ripon, and possibly in competition with the planned new communities of Mountain House and New Jerusalem.

2. The amount of population and housing growth which occurs in the City. Under typical conditions in the region, between 60 and 90 new jobs accompany the establishment of 100 new housing units. This would add from 300 to 450 jobs each year. Based on the housing projection described above, Lathrop would typically experience employment growth in the range of 5,220 to 7,830. The County's employment projection of 6,100 new jobs is near the middle of this range.

Lathrop currently has about 8.5% of the manufacturing employment in San Joaquin County. It can expect to attract between 5% and 10% of the County's future industrial development.

Future service employment can be expected to rise significantly with a successful initial and following stages of the proposed Gold Rush City development project. The entertainment and amusement industry is one of the fastest growing sectors of the national economy, as people use more of their discretionary income in the pursuit of leisure time activities. Between 1983 and 1988, the service industry generated 37% of California's employment growth. Services had the fastest growth rate (30%) of the major employment categories; the rate was more than 40% greater than the average employment growth rate of 21%, and was nearly three times the 11% growth rate of manufacturing. Between 1982 and 1987 Censuses of service industries, the growth rates for amusement parks were higher than that for the larger category of "amusement and recreation services".³

THE LATHROP GENERAL PLAN INTENDED AS AN "END-STATE" PLAN

For most cities, a General Plan is a depiction and description of future development policy for a given period of time -- usually 20 years. About every 3-5 years (depending on local conditions), the Plan is amended to maintain a 20 year perspective. Under these conditions, the General Plan usually calls for an ever increasing population and urban pattern, without suggesting that there may be an ultimate limit to city size. For Lathrop, however, the General Plan establishes some relatively finite limits to ultimate urban expansion, with fairly definite future boundaries. Lathrop's planning area boundaries are nearly co-terminous with the City's proposed sphere-of-influence. A difference exists only between the north boundary of the urban pattern in SPA #2 at the line of Squires Road and the north boundary of the planning area near Bowman Road. In effect, the sphere-of-influence boundaries become a future urban limit line that contain the urban pattern that may emerge 20 or more years from now. With the possible exception of lands north of the urban limit line in SPA #2, it is not envisioned that the City would extend beyond these boundaries within the scope of this General Plan.

Constraints to Urban Expansion

Lathrop's planning area boundaries are to be considered relatively "fixed" for very important reasons pertaining to the logical spheres-of-influence of neighboring cities and as a means to assure the preservation of environmental qualities and amenities of the sub-region. As shown on Figure II-2, Lathrop is located in the near-center of the triangle formed by Stockton, Modesto and Tracy, and is almost adjacent to Manteca on the east. The spheres of influence of these communities constrain Lathrop from future expansion to the north, east and southwest. And the environmental qualities of lands to the northwest, particularly for continued agricultural use and fish & wildlife habitat, strongly argue for containment of future urban expansion within the boundaries depicted on Lathrop's General Plan Diagram.

³ Abstracted from A Market Analysis for Retail, Services, Office and Industrial Uses, and for the Proposed Gold Rush theme Park and Resort, Grunwald & Associates and John Cone, July, 1991.

Other physical constraints also influence the direction, extent and pace with which a community can grow. Most common of these factors is the availability or capability to expand wastewater, water and storm drainage facilities. Lathrop currently has a capability for domestic water supply which is limited to existing and future development within the existing City Limits (all of Sub-Plan Area #1 north of Route 120 to Roth Road. Limitations to available capacity in Manteca's regional wastewater treatment plant does not permit urban expansion west of Interstate 5. Storm drainage fares better in that positive off-site drainage is provided to the San Joaquin River for the existing urban area. However, any significant urban expansion will require major addition(s) to the existing collection system.

Most cities must grapple with the cost and problem of trying to adapt their older existing infrastructure to meet the needs of new growth. This process can be both time consuming and very expensive, with the cost being borne by the user in the form of various kinds of development fees. Because the City of Lathrop can create infrastructure from scratch, it can plan for a "design" population. This avoids the problems inherent in trying to increase existing systems to handle capacities beyond their design. Also, use of modern materials and construction methods will ease installation and on-going maintenance. Once complete, utility infrastructure will be both new and efficient allowing for the competitive rates needed to attract industrial and commercial users.

GOALS OF THE GENERAL PLAN

The goals of the General Plan are intended to set forth achievable ends which give meaning to the directions for policy and action provided by the General Plan. They express the commitment of Lathrop's citizens to the wise management of the environment. Goals express the highest aims to which the people aspire and which should be reflected in the day-to-day conduct of the people's business. They also express what the people are capable of achieving and what they are willing to work to achieve, over time.

Goal No. 1: Balancing the Social and Economic Costs and Benefits of Urbanization

The General Plan emphasizes the development of job-creating and tax revenue creating activities during the early phases of development as a matter of primary importance to achieving other goals of the Plan. Despite pressures and demands that are certain to emerge in order to build housing units at a rapid pace, a clear policy of the General Plan is to monitor the pace and quantity of housing construction to assure a reasonable balance with the growth of Lathrop's economic base.

A start at building an economic base sufficient to support housing development has been made through approval of the Crossroads industrial and commercial park proposals at the southeast quadrant of the Louise Avenue interchange with Interstate 5. Since the Crossroads project has been able to satisfy requirements for water and sewer services, vigorous promotion of commercial and industrial development is possible before new sub-regional water and sewerage system facilities are available for the development of lands west of Interstate 5.

Goal No. 2: Equality of Opportunity

The creation of growth centers west of Interstate 5 and the rehabilitation of the existing community east of I-5 offers unique opportunities to assure equality in opportunity for existing residents, for racial and ethnic minorities and for people of low and moderate income in the provision and availability of public services and facilities and in meeting employment and housing needs. Insofar as reasonably may be

possible, policies and proposals of the General Plan are intended to provide for and support the attainment of such equality of opportunity.

Goal No. 3: Community Identity

Just as the loss of personal identity can contribute to emotional disorder, so can failure to establish and maintain community identity lead to instability and disorder within the community-at-large. At the very least, the lack of community identity can stifle community pride. At its worst, it can foster destructive competition between the old center and the new and lose the identity for both areas in the process. It is a goal of the General Plan that the old and new centers of development, which lay east and west of I-5 respectively, make a strong contribution toward the identity of the entire City of Lathrop. At the same time, residents of all Sub-Plan areas are to be encouraged to develop a sense of pride and identity with their immediate neighborhoods and village centers.

Goal No. 4: Quality in the Form, Design and Functions of the Urban Area

The building of a new growth center west of Interstate 5 and the rehabilitation of the existing growth center must not and cannot be approached as a collection of subdivisions and commercial and industrial enterprises, to be built out as rapidly as the private sector may desire. The City of Lathrop has a unique opportunity and responsibility to control the timing and phasing of development; to create and hold more directly to an overall town design; and to withhold the provision of essential public services if necessary to gain the level of cooperation required of developers and landowners to assemble land and proposed units of development in conformance with the town design.

New development and redevelopment is to reflect quality in community design and image. Development is to be phased to create a community which exhibits the best that community building and management experience will allow.

Goal No. 5: Enhancing the Quality of Life and Biological Resources

It is a goal of the General Plan to enhance the quality of living by preventing the degradation of the natural environment, and by taking steps to off-set and alleviate the effects of that degradation which already has occurred or which cannot be avoided. Biological resources are to be protected and preserved. Where feasible, natural conditions should be emulated as features of the community's systems of public and private open space.

Goal No. 6: Transportation and Circulation

It is a goal of the General Plan to guide and provide for the development of an integrated system of transportation and internal circulation, and to provide access to other parts of San Joaquin County and the region. This goal is intended to benefit all citizens of Lathrop, including the young, the elderly and the physically handicapped, by seeking the following:

- Increased transportation safety.
- The efficient movement of people and goods.
- Lower vehicle operating costs.
- Lower vehicle miles traveled with consequent reduction in vehicle emissions.
- Economy in street construction and maintenance.

- A circulation system correlated and consistent with the land use patterns fostered by the General Plan.
- Avoidance of the disruption of residential areas caused by through traffic on minor streets.
- Protection of rights-of-way needed for future Arterial and Collector street widening in developed areas.
- Access to boat launching and docking facilities.

Goal No. 7: Seismic Hazards

Goals for achieving and maintaining safety from seismic events include preventing serious injury, loss of life, serious damage to critical facilities involving large assemblies of people, and loss of continuity in providing services.

Goal No. 8: Public Safety Hazards

It is a goal of the General Plan to provide for public safety, including:

- The reduction of loss of life or property due to crime, fire, earthquake, flooding or other disasters or hazards.
- The provision of adequate medical and emergency services to reduce the effects of natural or man-made disasters.
- The promotion of citizen awareness and preparedness for emergency/disaster situations or potential for the incidence of crime.
- The implementation of adequate inter-agency disaster planning.

Goal No. 9: Noise Hazards

It is a goal of the General Plan to protect citizens from the harmful effects of exposure to excessive noise, and to protect the economic base of the City by preventing the encroachment of noise-sensitive land uses by such sources of adverse noise as vehicular freeway and street traffic, railroad traffic and industrial operations.

Goal No. 10: Water Supply, Wastewater and Surface Water Management

It is a goal of the General Plan to provide for a secure source of fresh water for existing and future residents, and for the reuse of wastewater and surface water so that there is no net increase in water pollution including point and non-point sources.

Other Goals

Other goals of the Plan relate more particularly to the topic of Housing which is covered in Part IV-C of this Plan document.

MAJOR POLICIES AND PROPOSALS OF THE GENERAL PLAN

The major policies and proposals presented in the remainder of Part II are of overriding significance, and serve as working translations of the preceding statements of goals.

Annexation through Phased Development

The annexation of lands to the outer boundaries of urbanization depicted by the General Plan Diagram is to be pursued through development phasing which seeks to avoid a disjointed pattern of urbanization, to avoid creating unnecessary conflicts with continuing agricultural operations, and to avoid adverse impacts on the provision and maintenance of public services and facilities. Annexation is not intended as a means to foster the premature development of lands within the Lathrop Planning Area. However, annexation may be viewed as an opportunity to assure that land will ultimately be developed in accordance with policies of the Lathrop General Plan even though development soon after annexation may not be intended either by the landowner or the City.

Limitations Upon the Timing of Development

While development may occur over a 20 year period or more, the rate of development will be determined in large part by the availability of and capability for financing public services and facilities. The addition of another 23,000 people will most likely begin in the next 2-3 years, depending on how soon the City is able to secure a permanent source of surface water to meet municipal and industrial needs, and assuming that the first stage of a new sewage treatment plant west of I-5 is financially assured.

The City's ability to stay abreast of its financial and service capabilities will require continuous monitoring. Once a system is in place, it will be relatively easy to identify current conditions and to estimate the probable impacts of new development proposals. Rather than adhering to an arbitrarily fixed percentage of annual growth as a matter of policy, it will be the City's responsibility to manage the growth rate in relation to physical and financial capability for municipal service while being consistent with all applicable policies and proposals of the General Plan.

Maintaining Reasonable Balance in Housing Type

Residential expansion should reflect the considerable variety of housing types that comprise the residential market of the region. In addition to conventional single-family detached housing of 1,500-2,500 sq. ft., there is a strong market for small lot detached and attached (townhouse) single-family purchase housing for entry level buyers as an alternative to multi-family rentals. As an alternative to large multi-family rental projects, there is a strong market for owner-occupied multi-plexes. Other alternatives are the purchase and rental condominium, the single story garden apartment and well-designed mobile home park. As an overall standard, the City should seek to maintain a 70% to 30% ratio in the combined variety of single-family units provided as compared to the combined variety of multi-family units. This percentage is a fair reflection of regional characteristics of housing market demand, and will assure that Lathrop will meet its fair share of the regional market for housing to meet the needs of low and low-moderate income households.

Another dimension of the housing market will be that generated by the large-scale commercial recreation attractions proposed for the Stewart Tract in the western part of the planning area. This demand will include resort and vacation type units, including second home and time share units, some permanent retirement-oriented housing and some permanent housing for key employees. This housing demand will require variety in density, style, size and amenities to meet the needs of a transient population.

Achieving Visual and Functional Quality in New Development

Several related policies are necessary to assure quality in the functional and aesthetic characteristics of new development, as follows:

1. Architectural design review should be required of all Planned Developments (PD's), and of all multi-family, office, commercial, institutional and industrial uses.
2. Eligibility for density bonuses under Planned Development applications should be based on objective criteria to be included in the zoning ordinance.
3. Except for density bonuses mandated by State law or by voluntary proposals for households of very low, low and moderate income, density bonuses for Planned Developments within Low Density residential areas should be prohibited. Voluntary proposals which do not meet State standards for a mandated bonus would still be given consideration for the granting of a bonus equal to 10% of the total number of housing units proposed.
4. Features of the urban open space system are to include neighborhood and community recreation-parks, pedestrian corridors along arterial streets and boulevards, recreation corridors along natural and man-made drainages and waterways, recreation corridors which connect with major components of the school and park system, a municipal golf course and a municipal marina. Neighborhood parks should be adjacent to and integrated with elementary school sites as well as being free-standing. Community parks should be adjacent to and integrated with high school sites, as well as being freestanding.
5. Major components of the regional open space system are to include a recreation corridor along the San Joaquin River and around the perimeter of the Stewart Tract, natural waterways and riparian vegetation, a pedestrian and bike trail linking all three Sub-Plan areas, and private marinas open to the public along the San Joaquin River. Access to trails should be designed so as to prevent use by motor vehicles, including motorcycles, motorbikes and similar off-road vehicles.

An important component of the open space system will be landscaped corridors on either side of expressways and some arterial streets as a means to buffer residential areas from traffic noise and glare. These corridors may vary in width and design to accommodate such recreation pursuits as walking, biking, golf, and nature study. A corridor for eventually combining light rail, bike and pedestrian circulation is proposed separate from the Expressway and Arterial street system. Until light rail becomes feasible, the corridor could be used for busses.

Residential Features of the Plan

A concept basic to the design of residential areas is to create residential "villages". Each village would be served by a Village Center with a convenience-oriented (neighborhood level) shopping center and community services, one or more elementary schools and recreation-parks centrally placed to the neighborhoods they serve, and bordered by components of the community open space system. Villages would be defined by elements of the Arterial street system and would be comprised of two or more neighborhoods accommodating a variety of housing types and with aggregate populations in the range of 7,000 to 10,000.

In addition to the Village Center, easily accessible space would be provided for the range of public and private "community" services needed close to places of residence. Examples include churches, nursery schools, child care centers, senior centers, clubs, convalescent homes, clinics and professional offices. These uses would be grouped to create a village center within walking distance of a majority of residents served. Community uses of this type typically require 20% to 25% of the developed area of a community, but rarely is the need given the planning attention it deserves. For lack of a proper planning context, such community services often have to settle for less than optimum locations within the entire community which may be in conflict with other more intense and incompatible types of land use. The Village Concept of development is intended to overcome these limitations.

Each village and village center could have its own distinctive architectural character, with major activity centers connected by pedestrian-oriented open space corridors either along or separate from the street system. This approach is important to achieving identity among residential areas. The scale and variety of shopping and community services of each village center will be influenced in part by the economic characteristics and housing densities of the residential areas to be served.

Commercial Features of the Plan

Commercial features of the Plan include the designation of the following categories:

- Neighborhood Commercial (in SPA #1)
- Village Commercial (in SPA's #2 and #3)
- Community Commercial
- Central Business District (in SPA #2)
- Regional Commercial
- Service Commercial
- Freeway Commercial
- Recreation Commercial
- Waterfront Commercial

Neighborhood, Village and Community Commercial centers are intended to provide retail, office and personal services. Regional Commercial areas will provide for region-serving levels of activity, including regional shopping, convention center, and headquarters offices. A major complex of region-serving recreation commercial is proposed for lands of the Stewart Tract west of the San Joaquin River having primary access from Interstate 5/205, including a Gold Rush era theme park, a wild animal park, a variety of resorts, a botanical gardens, a bird park, and supporting commercial facilities.

Service Commercial areas provide for the location of such service-connected uses as auto sales and repairs, building materials supply, equipment service, and storage. Two basic sub-categories involve large and small land users. Large land users typically provide services to other business and to industry, while smaller land users cater to the needs of the residential household. Freeway Commercial uses would cater primarily to the needs of the highway traveler, including hotels, motels, inns, restaurants and auto services.

Industrial Features of the Plan

Industrial proposals are confined to lands east of Interstate 5 and north of State Route 120 in areas traditionally planned (and partially developed) for such use, where rail and highway accessibility is assured and where conflicts with established and planned residential areas can be avoided.

Public and Institutional Facility Features of the Plan

Educational facilities provided for by the Plan include public elementary and secondary schools. All educational facilities would be connected by the system of open space recreation corridors which also connect Village residential areas with major commercial and recreation activity centers of the community.

A Civic Center is proposed along the westerly extension of Lathrop Road. The Center typically would include administrative offices of the City and school districts and branch offices of the County, along with such cultural facilities as a community auditorium, library and theater for the performing arts. Such public uses as branch libraries and clinics could also be included within Village Centers.

Provision is made for a major medical complex along the west side of I-5 between the Lathrop Rd. and Louise Avenue interchanges. The complex would provide for public and private medical services, including a full range of both generalized and specialized services, as appropriate. Specific uses might include general and specialized hospitals, clinics, medical and nurses training, doctor's offices, laboratories and nursing homes arranged in accordance with a carefully devised plan and program which embraces the medical service and health care needs of San Joaquin County and the region.

Transportation Features of the Plan

A combination of freeway, street, transit, bikeway and pedestrian facilities are proposed for the movement of people and goods within the community and between Lathrop and metropolitan centers to the north, south and west. An important objective of the total transportation system is to de-emphasize reliance on the automobile to the extent possible while continuing to recognize its practical necessity as a dominant mode of surface transportation.

Freeway segments important to the Plan include I-5, I-205, Route 120 and Route 99 providing for interregional highway travel to all parts of the State and points out of state. A system of multi-lane limited access expressways comprises the core of the street circulation system connecting major sectors of the community, reinforced by a system of Arterial and Collector streets providing access to all activity centers and residential villages. Local bus transit would be accommodated by Expressway and Arterial street corridors; local light rail transit would eventually be provided within corridors generally parallel to but separate from the Expressways, connecting major activity centers throughout the City. A system of bikeways and pedestrian walks would be included within a system of community and village open space corridors. Bikers would use the street system to move east and west through I-5 interchanges.

A major proposal of the transportation system is to provide for rail transit connection between the community and the San Francisco Bay Area to the west, and with the Stockton and Sacramento metropolitan areas to the north. Another important proposal is to maintain an option for accommodating the right-of-way for a high speed interregional rail connection between Southern California and the San Francisco Bay Area. The more localized transit connection with the Bay Area will be an important means of access to the Gold Rush theme park and related commercial recreation attractions. By locating a transit terminal along I-205 close to the theme park and its large vehicle parking areas, these parking areas might also be made available during off-peak weekday hours of theme park operation for parking commuter vehicles.

Lathrop enjoys ease of access to the Stockton Municipal Airport for jet passenger and freight service and for general aviation. Over time, growth in passenger and freight service can be expected as metropolitan

airports at San Francisco, Oakland and San Jose approach levels of traffic saturation. The Stockton Airport will also become an important means of access for out-of-state and foreign visitors to Gold Rush City as the theme park nears its potential as a recreation attraction.

Features of the Urban Open Space System

Major components are to include:

1. A system of community-wide open space corridors throughout the entire urban area, including sections that border boundary levees along the San Joaquin River and important sloughs, sections along the freeway and expressway systems and sections along the Southern Pacific and Union Pacific Railroads.
2. Wildlife habitat, including wetlands, to be created for the disposal of treated wastewater, and to enhance resource management characteristics of the planning area.
3. Golf courses, community recreation parks, public and private marinas and boat landing facilities, and recreation open space corridors connecting with all major activity centers of the community. An interconnected system of waterways through part of the urban complex is also proposed.
4. Neighborhood recreation-parks adjacent to elementary school sites.
5. Local pedestrian/bikeway corridors within residential neighborhoods which connect with the community recreation corridor system.
6. Irrigation of open space corridors and golf courses through re-use of treated wastewater.
7. The protection of areas along either side of the I-5 merge having potential for sand and gravel extraction.

Redevelopment and Revitalization

The City should create a Redevelopment Agency and adopt a Redevelopment Plan for older sections of the community which exhibit various degrees of blight and/or where opportunities may exist to achieve greater value and utility in the use of land for the benefit of the property owner and the City. The Redevelopment Program is considered essential to assuring that the existing community will gain significant benefits of growth and development that will occur west of Interstate 5 and south of Route 120.

18-D

Adoption of Specific Plans as Primary Tools of General Plan Implementation

A number of Specific Plans are envisioned which are to serve as the primary instruments of the City of Lathrop in carrying out policies and proposals of the Lathrop General Plan. In many respects, development of the Lathrop New Town calls for the application of techniques of design, phasing, financing and regulation which have emerged in the creation of new towns in other parts of the country, such as Columbia, Maryland and Foster City and Irvine, California. But unlike such new towns which have been sponsored by single private development corporations, development of the Lathrop New Town will be sponsored by a variety of unrelated private corporations and an existing municipality. In addition, the County of San Joaquin must play an important role in achieving with the City of Lathrop the

progressive transition of land from agricultural to an urban status while maintaining the integrity of adjacent lands where urban development is not called for or desired. Under these conditions, special tools are needed to coordinate the development process in a manner consistent with policies and proposals of the General Plan. The Specific Plan will provide most of these tools.

The authority for the preparation and adoption of Specific Plans is provided in State Planning Law. A great deal of innovation is encouraged by this process. For Lathrop, the Specific Plan(s) will have several related functions:

1. **The interpretive function** of the Specific Plan indicates the degree of flexibility which is to be permitted; it provides development standards to be applied to the actions of the City and the private sector; and it provides guidance to the phasing and coordination of development activity.
2. **The illustrative function** describes and illustrates the ways in which private and public developments may be designed in a manner consistent with the General Plan. Photographs, sketches and diagrams are provided liberally to aid this function.
3. **The regulatory function** sets forth the process of development regulation and even the regulations to be applied to private and public development actions. Development regulations can be tailored to a given project, a group of projects or all projects, in lieu of regulations otherwise prescribed by the City's zoning ordinance. Different procedures and regulations for Planned Development will be required to reflect the different conceptual and practical characteristics of large v. small ownerships.

As to the number of Specific Plans required, one should be devised for the existing community east of Interstate 5 in conjunction with preparation of the Redevelopment Plan. A second will be needed for the Gold Rush City development on the Stewart Tract west of the San Joaquin River. Several will be needed for all of SPA #2 west of I-5 to the San Joaquin River because of its size and multiple land ownerships. Regardless of location and number, Specific Plans will require consistency with the General Plan, including designs interrelated with adjacent Specific Plan areas.

18-D

PROJECT CHARACTERISTICS

Selected socio-economic characteristics of the proposed General Plan are shown in Table II-2. These characteristics reflect a reasonably conservative view of potential economic development expected within the Lathrop Planning Area, recognizing that market feasibility for Gold Rush City will be studied almost continually after an initial theme park is established, and that the City will have to be vigorous in pursuing its program of economic development.

TABLE II-2

**SELECTED SOCIO-ECONOMIC PROJECT CHARACTERISTICS
OF THE LATHROP GENERAL PLAN
(In 1991 Dollars)**

CHARACTERISTIC	Lathrop Sub-Plan Areas #1 & #2	Gold Rush City Sub-Plan Area #3	Combined Totals
<u>Residential Uses</u>			
Population	30,000	---	31,180
Housing Units	10,780	—	11,200
Employed Residents	16,100	---	16,730
Average Household Income	\$54,200	---	\$54,200
Retail Purchases (\$ Mil)	\$ 335	---	\$ 335
<u>Shopping, Office, Industrial and Community Use (SOIC)</u>			
Building Area (Mil sq. ft)	33.0	5.4	38.4
Employment	12,600	9,430	22,030
Retail Sales (\$Mil)	\$ 607	\$ 239	\$ 846
Lodging Units	488	4,000	4,488
Lodging Revenue (\$Mil)	\$ 7	\$ 116	\$ 123
Avg. Daily Customers (000's)	171	107	278
<u>Combined Residential and SOIC Type Uses</u>			
Avg. Daily Traffic (Trips ends, 000's)	402	172	574
Develop. Costs (\$M)	\$ 2,980	\$ 640	\$ 3,620
Selected City Revenues (\$M)	\$ 6.3	\$ 16.0	\$ 22.3

PART III

THE ENVIRONMENTAL SETTING

INTRODUCTION

The description of the environmental setting is a summary of more detailed accounts of the topics covered in other reports which are incorporated as part of this document by reference. These other reports are listed in the Introduction to the General Plan EIR in Part VIII.

REGIONAL PERSPECTIVE

The location of the City of Lathrop in the region is shown on Figure III-1. Lathrop is strategically located at the crossroads of highway, rail, air transportation, water, and electric power facilities which provide access to and/or serve much of the entire State. Lathrop is also located at the southern edge of the Sacramento-San Joaquin Delta, which is perhaps the most ecologically complex and varied region of the State. It contains much of the State's remaining wetlands, significant fisheries and wildlife habitat, highly productive agricultural lands, water resource facilities critical to the statewide system of water distribution, and major recreation resources. As shown on Figure III-4, Lathrop lays in proximity to a series of regional faults which have potential for serious earthquake activity in North-Central California.

LAND USE

The environmental setting of the Lathrop Planning Area is dominated by agricultural lands west of Interstate 5, and by residential, commercial and industrial use, with supporting public and semi-public facilities such as schools, churches, government offices and public utilities east of Interstate 5. The Planning Area contains approximately 15,436 acres of which only about 15% is developed (See Figure III-2 and Table III-1). A summary of existing land use is shown in Table III-1.

Most of the urban development that has occurred in recent years has involved residential expansion in the area between Lathrop Road and Louise Avenue, and between the S.P. Railroad and Interstate 5. New residential expansion is now occurring north of Lathrop Road and west of the S.P. Railroad, and west of Seventh Street and north of Louise Avenue. These are the last two areas where any significant residential expansion can occur. Remaining opportunities mostly involve in-fill on scattered vacant by-passed parcels.

TRANSPORTATION AND CIRCULATION

Primary transportation and circulation facilities connecting Lathrop with the region include Interstate 5, Interstate 205, State Route 120 and Freeway 99. Both the Southern Pacific and Union Pacific railroads provide freight service to the community. All railroad crossings of public streets and roads are protected by automatic signals. Within the community, the Arterial and Collector street systems provide for cross-town vehicle movement and service to and from activity centers and residential areas of the community.

Interstate 5 has an annual ADT (average daily traffic volume) of about 50,000 through the center of Lathrop and a peak month ADT of about 60,000. Where I-5 merges with I-205 southwest of town at Mossdale Road, annual ADT is closer to 75,000 with a monthly peak close to 90,000. State Rte. 120 has

an annual ADT of about 36,000 at the Yosemite Avenue undercrossing. Overall, traffic on the freeway system has been increasing at an annual rate of about 5%.

TABLE III-1

STATISTICAL SUMMARY, SURVEY OF EXISTING LAND USE

1.	Gross Acreage:	=	<u>15,436</u> ¹	
2.	Developed Land use (excluding streets):	=	2,325 =	15.1%
a.	Rural residential	=	133	
b.	Urban residential	=	655	
c.	Retail Commercial:	=	17	
d.	Service Commercial:	=	26	
e.	Highway Commercial:	=	4	
f.	Industrial:	=	602	
g.	Schools:	=	29	
h.	Parks:	=	24	
i.	Sharpe depot:	=	835	
3.	Agriculture/vacant (City & No. of Roth Rd. & So. of 120 & east of river & I-5)	=	3,468 =	22.5% ²
4.	Agriculture (Stewart Tract)	=	5,040 =	32.7%
5.	Agriculture (I-5 to river)	=	4,603 =	29.8%

East-west Arterial streets serving Lathrop include Roth Road, Lathrop Road and Louise Avenue. Lathrop Road connects with Freeway 99 at the northeast side of Manteca, and Louise and Yosemite Avenues connect with Manteca's central business district. North-south Arterials are the Harlan Road freeway frontage road extending north of Louise Avenue to the north City Limits (and beyond), and Seventh Street between Lathrop Rd. and Louise Avenue. Existing traffic on these streets generally operates at acceptable levels. When congestion does develop, it occurs mostly at freeway ramp connections, and as the result of freight train traffic at signalized crossings. The intersection of Louise Avenue with Seventh Street/Howland Road operates poorly during peak hours for left turn movements.

The Stockton Municipal Airport is classified for all classes of commercial jet passenger and air freight services and for general aviation activities. Flight activities associated with the airport located within the boundaries of the Sharpe Depot involve mostly helicopter flights, with fixed wing operations involving only a small percentage of total traffic. The San Joaquin River is a navigable waterway under the jurisdiction of the Corps of Engineers. Considerable recreational boating activity occurs along the river between Lathrop and Stockton, but bridges along the river prevent the use of large boats or sailing vessels.

¹ Excludes area in freeway rights-of-way; includes area in streets and rural roads.

² Includes 70 acres north of Roth Rd. east of I-5; includes 1,100 acres in Oakwood Lakes area south of Rte. 120 and east of river to McKinley Avenue.

FIGURE III-1

LOCATION IN THE REGION



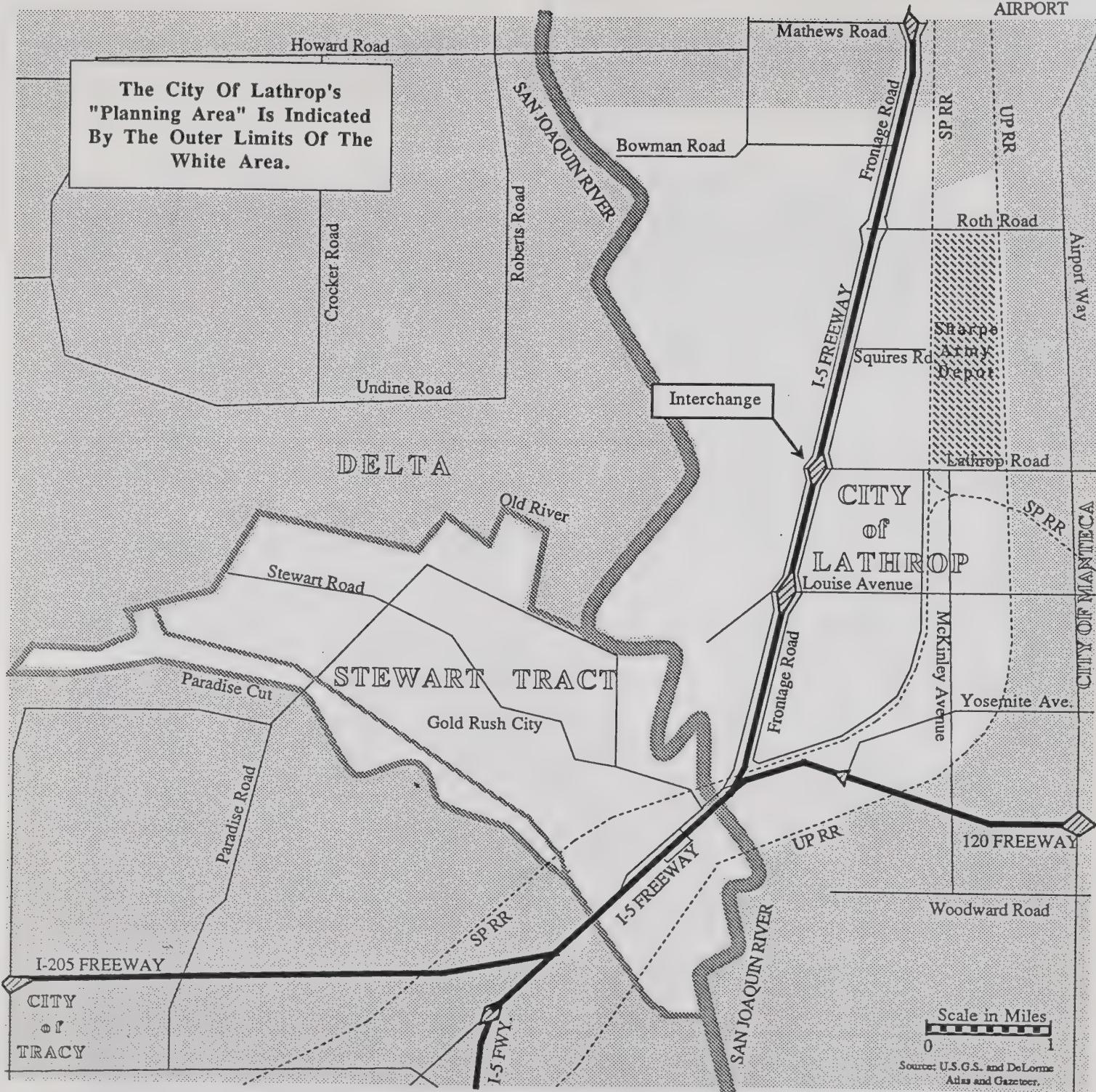


FIGURE III-2

LATHROP PLANNING AREA

Schematic Map of the City of Lathrop

Showing the Location of the Major Streets, Railroads and Waterways.

SOCIO-ECONOMIC CONDITIONS

Existing Population and Households

The City had a January, 1991 population of approximately 7,000 [State Department of Finance], with 1,960 households and 2,070 housing units. The population reported for April, 1990 by the Census Bureau was 6,841, with 1,927 households and 2,040 housing units. The ratio of single-family to multi-family units is about 3:1, with single-family units comprising 75% of the total.

Economic Characteristics

Total employment in 1990 was approximately 5,600, with 2,720 in services, 100 in retail and 2,780 in industries. The ratio of employment to population continues to be high (@ .80 jobs per capita), indicating that Lathrop continues to be a net importer of employees to local industries and services. Lathrop's jobs/housing balance is lop-sided in favor of the community, with a ratio of 2.85 jobs for every housing unit. By comparison, the jobs/housing ration for San Joaquin County is about 1.13 jobs/housing unit. The main private industrial uses are the Libby-Owens-Ford auto glass manufacturing facility and the Simplot fertilizer and pesticide manufacturing plant. Both of these facilities are located south of Louise Avenue, west of the S.P. Railroad. The major public employer is the Sharpe Depot which handles military supplies for much of the western region of the United States.

LAND RESOURCES

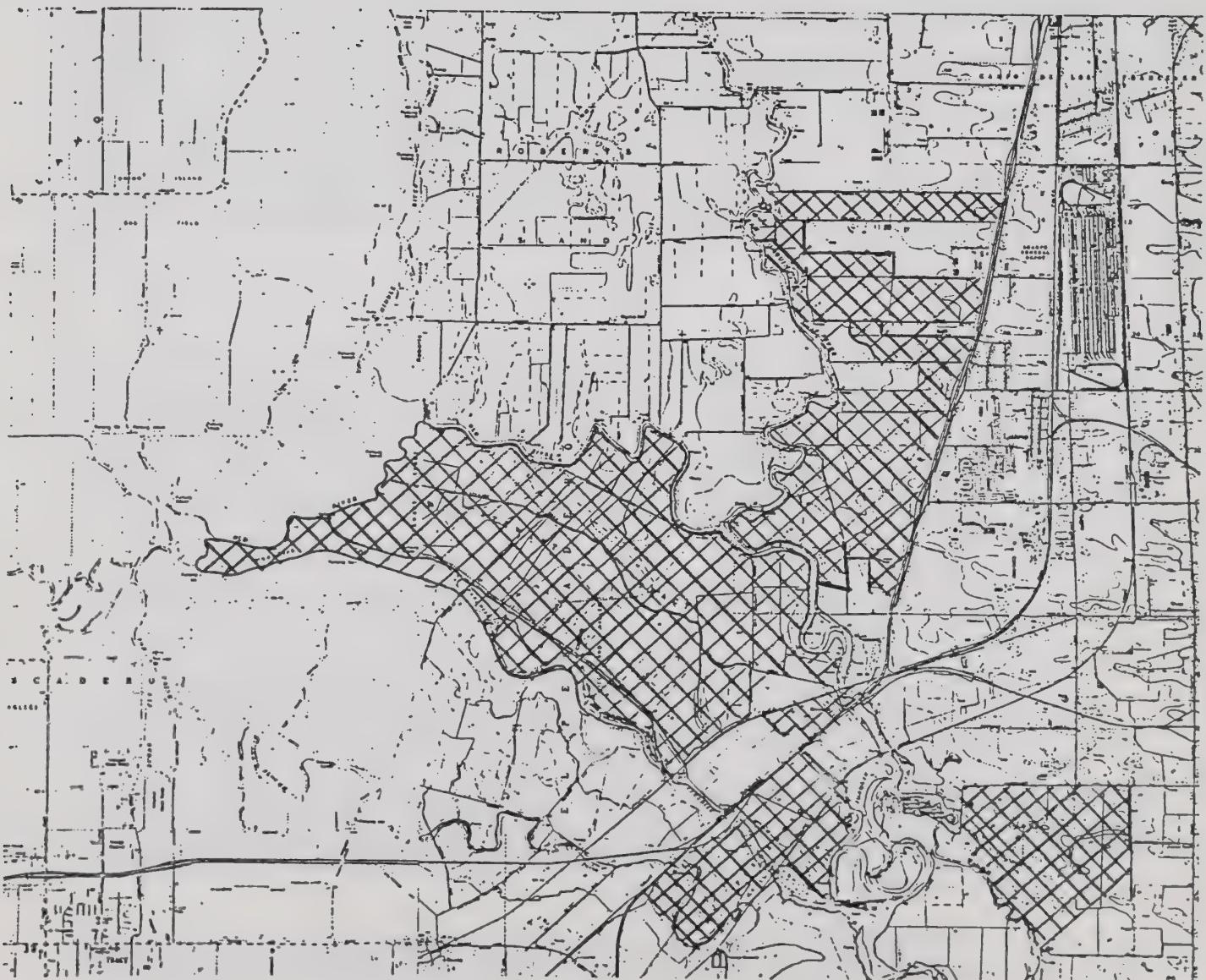
Land resources surrounding the urban area have been devoted to the diversified production of field crops, vegetables, pasture and some deciduous nuts and fruits on prime and near-prime agricultural soils. Most of the agricultural lands within SPA #2 and SPA #3 (Stewart Tract) that are proposed for urbanization under the General Plan are under Williamson Act contracts with San Joaquin County (see Figure III-3). The terrain is relatively flat, with slopes falling gently to the north at a gradient averaging less than one percent (1%) in the area between Interstate 5 and the San Joaquin River. Soils within the planning area of two basic class/associations, as follows:

- East of the San Joaquin River, soils are mostly alluvial fan/terraces of the Delhi-Veritas-Tinnin Associations.
- West of the River for most of the Stewart Tract, soils are mostly delta/floodplain of the Merritt-Grangeville-Columbia Associations, with Peltier-Egbert Associations appearing in the westerly part of the Tract.

Soils of the alluvial and fan terrace classification comprise sand and silty clay. They drain moderately well with slow to rapid permeability. Shrink-swell potential is low to moderate; water erosion potential is moderate; and, limitation for on-site sewage systems is considered moderate to severe. All soils of this class and association are subject to high wind erosion.

Soils of the delta flood plain classification have a dominant texture of silty clay or sandy clay. They drain poorly with slow permeability, and are deeply developed organic soils. Their shrink-swell potential is moderate (Merritt-Grangeville-Columbia) and moderate to high (Peltier-Egbert); water erosion potential is low to moderate; soils are subject to a high water table; and, limitation for on-site sewage systems is severe. All soils of the class may contain hydric components (capability of supporting wetlands habitat).

FIGURE III-3
WILLIAMSON ACT CONTRACT LANDS



Major limitations for urbanization include a high potential for flooding and for subsidence due to organic decomposition and compaction. These naturally-occurring conditions require special engineering evaluation for determining appropriate foundation design for structures.

Seismicity involves the distribution, recurrence and intensity of earthquakes over a period of time in a given region. Earthquakes most often result from the release of stored energy from subterranean rock formations which may be found miles below the earth's surface. Such a release can cause the rupture of brittle earth materials. The rupture surface along which earth is displaced is called a "fault". A fault line is the visual or physical manifestation of the displacement which takes place on either side of the rupture surface.

The amount of energy released at the epicenter of an earthquake is measured and recorded by sensitive devices, and the magnitude registered is expressed by the so-called Richter (Magnitude) Scale. This scale is logarithmic in that each successively higher Richter magnitude reflects an increase of nearly 31.5 times in the amount of energy released. As an example, the energy released by a Richter scale of 8.0 is approximately 1,000 times greater than that released by a magnitude of 6.0. In terms of ground motion, each successive increase in Richter magnitude reflects about a tenfold increase in ground motion associated with an earthquake.

The seismicity of the Lathrop area is primarily related to the San Andreas Fault system. Major faults of this system within the region extending west to the Pacific Ocean and east to the foothills of the Sierra Nevada mountains are shown on Figure III-4 in relation to Lathrop. The Tracy-Stockton fault is highlighted on Figure III-4 only because of its close proximity to Lathrop. Geologists consider this fault to be inactive for lack of geomorphic evidence of recent faulting. Other faults pose far more serious potential for an earthquake of damaging magnitude, as shown on Table III-2. From the table, the San Andreas, Hayward, Calaveras and Green Valley-Concord have the greatest potential. For comparison, the Loma Prieta earthquake near Watsonville that occurred in October, 1989 was felt in the Lathrop area with a magnitude of approximately 6.0, and in the City of San Francisco at near 7.0. This quake did hundreds of \$ millions damage within Santa Cruz County and the southern half of the San Francisco Bay Region, and with loss of life. The damages caused by this quake have yet to be fully assessed or repaired.

For the Lathrop planning area, and more particularly for lands below levees which surround the Stewart Tract, foundation engineering becomes critical to avoiding the damage that can occur from earthquake-induced levee and soil failures due to the decomposition and "liquefaction" of soils.

WATER RESOURCES

Groundwater currently is Lathrop's sole source of domestic water supply. The groundwater basin is recharged primarily by rainfall infiltration, storm water runoff, infiltration from irrigated ditch flows and seepage in the bottoms of the San Joaquin River and its tributaries, and water conservation recharge to natural sloughs in the nearby agricultural area. The current long-term regional trends, including the Lathrop area, are of a gradual lowering of potable groundwater elevations and of a more saline groundwater table. Before extensive pumping began in the area, groundwater from east of the Lathrop area moved generally westward from the Sierra Nevada toward the San Joaquin River. Now, groundwater in the unconfined aquifer also moves toward local pumping depressions. Isolated cones of depression are found near areas of high pumping which lay east of Stockton and Manteca.

TABLE III-2
MAJOR FAULTS POTENTIALLY AFFECTING THE LATHROP PLANNING AREA

FAULT	DISTANCE FROM STOCKTON (MILES)	MAXIMUM PROBABLE EARTHQUAKE ¹	MAXIMUM CREDIBLE EARTHQUAKE ²	RECURRENCE INTERVAL (YEARS)	MAXIMUM INTENSITY OF MAXIMUM CREDIBLE EARTHQUAKE (SAN JOAQUIN COUNTY)	YEARS OF HISTORIC DAMAGING EARTHQUAKES
San Andreas Fault Zone	66	7.8-8.25	8.25-8.5	300 140	VIII-IX	1838, 1906, 1989
Calaveras	42	6.75	6.75-7.3	150	VIII-IX	1861
Hayward	48	7.25	7.0-7.5	264	VIII-IV	1836, 1868
Green Valley-Concord	44	6.7	6.5-7.25	319	VII-VIII	1955
Antioch	30	6.6	5.75-6.6		VII-VIII	1889?, 1965
Greenville	30	6.8	6.9	> 10,000	VI-VIII	1980
Midway	24	6.3	6.3	2,651	VII-VIII	None known
Ortigalita	32	6.7	6.7	10,000	VII-VIII	None known
San Joaquin	32	6.6	Unknown	1,083	Unknown	None known
Foothills Fault Zone	13	6.8	6.	> 10,000	VIII-IX	1975
Midland	19	--	7.0	Unknown	VIII-IX	1889?

¹ Maximum probable earthquake is the maximum earthquake that appears to be reasonably expected within the next 100 year period.

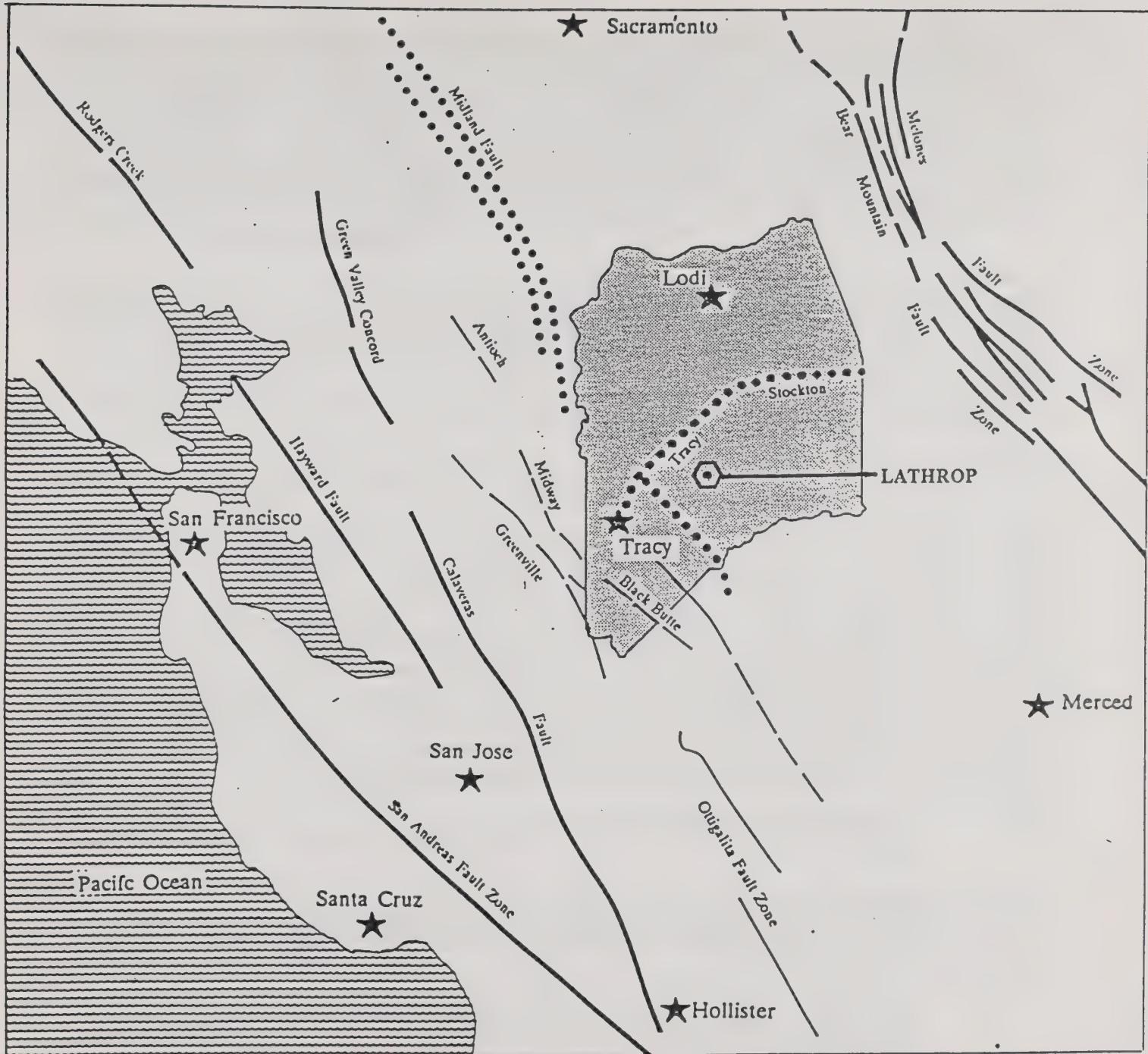
² The maximum credible earthquake is the maximum earthquake that might reasonably occur under the conditions presently known.

Note: Those years which are followed by question marks (?) are estimated.

SOURCE: From Table 4.38, Draft EIR, San Joaquin County Comprehensive Planning Program, Baseline Environmental Consulting, June, 1990

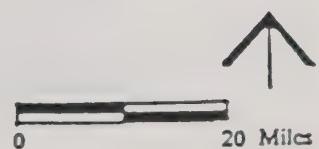
FIGURE III-4

REGIONAL FAULTS OF NORTH-CENTRAL CALIFORNIA



Legend

- Active or Potentially Active Faults (Dash where Location is Uncertain)
- Potentially Active Fault
- Concealed Possibly Active Fault
- [Hatched Box] San Joaquin County



SOURCE: From Figure 4.27, Draft EIR, San Joaquin County Comprehensive Planning Program, Baseline Environmental Consulting, June, 1990

The regional overdraft of groundwater supplies countywide is estimated at about 71,000 acre-feet per year.³ Between 1947 and 1984, the rate of groundwater lowering has been about 1.7 feet per year. As a consequence of the removal of fresh groundwater, saline waters have migrated as a front eastward from the Delta at a rate of about 140-150 feet per year. Saline waters have become noticeable in Delta lands only a few miles northwesterly of Lathrop. With continued pumping, this currently "safe" distance could be eliminated to the point where Lathrop's wells would be unreliable as a source of domestic water. Depth to groundwater in the Lathrop planning area (measured in spring, 1988) was in the range of 10' to 20' east of the San Joaquin River, and from 5' to 8' within the Stewart Tract.

The construction of upstream dams on tributaries to the San Joaquin River, and levee reinforcement along the east side of the San Joaquin River in the area between Lathrop and Stockton has substantially reduced many flood problems and has virtually eliminated the potential for flooding within the planning area east of the San Joaquin River. However, the potential for flooding remains on the Stewart Tract due to a combination of conditions, including weak levees, loose soils, a high water table, and generally low surface elevations. The entire Tract lies within the 100-year floodplain.

Some groundwater contamination has occurred as the result of operations by the Occidental Chemical Company. A second source of groundwater contamination is the Sharpe Depot. Occidental is monitoring about 30 wells, and is cleaning the groundwater to remove DBCP. The plume of contamination is fairly confined and does not pose a threat to the City's domestic water supply wells. Sharpe Depot contamination is long-standing, with arsenic, alpha radiation and several chlorinated volatile organics having been detected within two plumes which flow northwesterly and pass under the S.P. Railroad and private lands near Squires Road. Sharpe Depot has been designated as a Superfund site by the EPA. Clean-up has begun and is expected to take 10 or more years to accomplish, depending on the levels of funding provided by the Congress. A Health Risk Assessment has been completed recently which indicates that the plumes of contamination do not pose risks to any of the City's water wells or to surface development of the property above the plumes. The State Department of Health Services subsequently has noted and made the following determinations as a result of the Risk Assessment:⁴

1. Pesticides were not detected in any of the soil samples and are not considered a potential exposure pathway.
2. Arsenic was determined to be present in soils at concentrations which occur naturally. Therefore, inhalation of arsenic contaminated soil and skin contact were not considered exposure pathways.
3. Arsenic in soil samples on the Sharpe Depot site was eliminated from further consideration as an exposure pathway because the contaminated soils are subsurface and not contributory to airborne arsenic levels.
4. Ingestion of potentially contaminated water will not occur because the groundwater will not be used for drinking, irrigation or recreation.

³ Draft EIR, San Joaquin County Comprehensive Planning Program, Chapter 4: Hydrology and Water Quality, Baseline Environmental Consulting, June, 1990.

⁴ Correspondence from Allen K. Wolfenden, Chief, Technical Services Unit, California Department of Health Services, to John Verner of Verner Construction, February, 1989.

These determinations have been made in accordance with rules, regulations and procedures established under law and good scientific practice in consideration of proposals to develop properties west of Sharpe Depot in residential use. Remedial clean-up work is expected to continue for some years because of the vagaries of the federal budget process. As of October, 1991, there were no significant changes in conditions that would alter the February, 1989 findings cited above.⁵ An important factor is that a deed restriction runs with the land preventing any well drilling on the affected properties.

11-F

CLIMATE AND AIR QUALITY

While the climate of Lathrop and of San Joaquin County is semi-arid, it is not typical of most of the San Joaquin Valley where summer temperatures are known to exceed 100 degrees F. for more than 30 days at a time. The Lathrop area is heavily influenced seasonally by marine breezes which flow through the Carquinez Strait and generally follow the course of the San Joaquin River in the Delta, and which are also released through Altamont Pass west of Tracy. Average annual rainfall varies considerably between less than seven inches during drought years and over 14 inches during wet years. Average afternoon humidity averages 58% for the year and 34% in July. Average maximum temperatures are 78.1 degrees for the year, 90.4 degrees in July and 53.4 degrees in January.

Air quality does not presently meet state or federal standards for ozone and Carbon Monoxide (CO) for the local air basin for several days during the period May through October. San Joaquin County is also not in attainment for standards of fine particulate as adopted by EPA. California's one-hour ozone standard is 0.10 ppm (parts per million, by volume), not to be equaled or exceeded. The Federal standard for ozone is 0.12 ppm, not to be exceeded more than three times in any three year period. Ozone standards now are typically exceeded about six times per year at most monitoring stations. CO standards typically are violated only a few times per year, and then primarily because of mobile source emissions associated with vehicle traffic along the Freeway corridors. To a significant extent, local air quality is adversely affected by ozone and CO emissions resulting from inter-regional transfer of pollutants from the San Francisco Bay Area. Standards for particulates small enough to be inhaled and which can cause lung damage (PM_{10}) are violated more frequently than other standards because of the amount of fine peat-based particles that are carried by winds from the Delta to the more urbanized parts of the County.

Periods of air pollution are heightened during the fall months when the temperature inversion common to the San Joaquin Valley traps pollutants within a warm air mass below a layer of cool air. In the winter, this inversion pattern reverses, trapping cool air below the warm air mass and creating conditions favorable to frequent heavy fog conditions. The seasonal periods of heavy fog are particularly impacting on the Lathrop area, with the heaviest occurrences during the months of December and January.

BIOTIC RESOURCES

6-A

The descriptions which follow are based on different reviews of the literature and different field surveys conducted in ensuing years. Information provided for Sub-Plan Areas #1 and #2 is drawn largely from work conducted in 1990 for the County of San Joaquin as part of the County's Comprehensive Planning Program, plus field surveys conducted by the lead author of the General plan and EIR. Information provided for Sub-Plan Area # 3 (Stewart Tract) is based on a biological resources assessment conducted in early 1991 by biologists of the Western Ecological Services Company (WESCO) under contract to

⁵ Telephone conversation with Allen K. Wolfenden, Chief, Technical Services Unit, California Department of Health Services, October 23, 1991.

Grunwald & Associates. The descriptions of conditions within the sub-planning areas reflects these separate contributions.

Vegetative and Wildlife Habitat within the Stewart Tract (Sub-Plan Area #3)

In identifying biotic resources, literature on the local flora and fauna was first reviewed to evaluate existing conditions and to determine the known distribution of rare, threatened and endangered (RTE) plants and animals. A data printout was obtained from the California Natural Diversity Data Base (Rarefind 1991) to assess the known occurrence of any RTE species and sensitive communities on or adjacent to the project site. The literature research was followed by a series of field surveys by qualified biologists. The focus of these surveys was to identify any significant botanical, wildlife or wetland issues. Survey methods entailed driving and walking the study area in search of sensitive species and sensitive communities. Vegetation types were mapped and plant and animal species were noted.

Vegetation and wildlife habitat within parts of Sub-Plan Area #3 is significant as to type and quantity. Predominant vegetation/habitat types are mixed riparian (creekside) woodland, ruderal (weedy species indicative of disturbed areas), freshwater marsh, orchard and agriculture (small grains and row crops). Their boundaries are delineated on Figure III-5.

Tables III-3,4,5 and 6 list the vegetative and wildlife resources encountered during initial site surveys conducted on the Stewart Tract by biologists of the Western Ecological Services Company (WESCO). The purpose of the WESCO surveys was to accurately depict constraints to development by locating, identifying and delineating these resources. The scientific names of all plants and animals identified during WESCO surveys are provided in Tables III-3 and 4, respectively. Species identification for all plants is based on Munz and Keck (1968). All of the findings of the surveys, except those which have located Swainson's hawk nesting sites, apply to the Stewart Tract.

Table III-5 provides a list of sensitive wildlife species that may occur on or adjacent to the Stewart Tract, including mammals, birds, reptiles and amphibians, and invertebrates. Table III-6 provides a list of sensitive plant species that are known to San Joaquin County and that may occur on or adjacent to the Stewart Tract. These two lists are included here because field surveys were conducted too early in the year to observe any of these species (had they occurred). It will be necessary to conduct further field surveys during the preparation of Specific Plans to corroborate whether or not these sensitive species of plants and animals are indeed present.

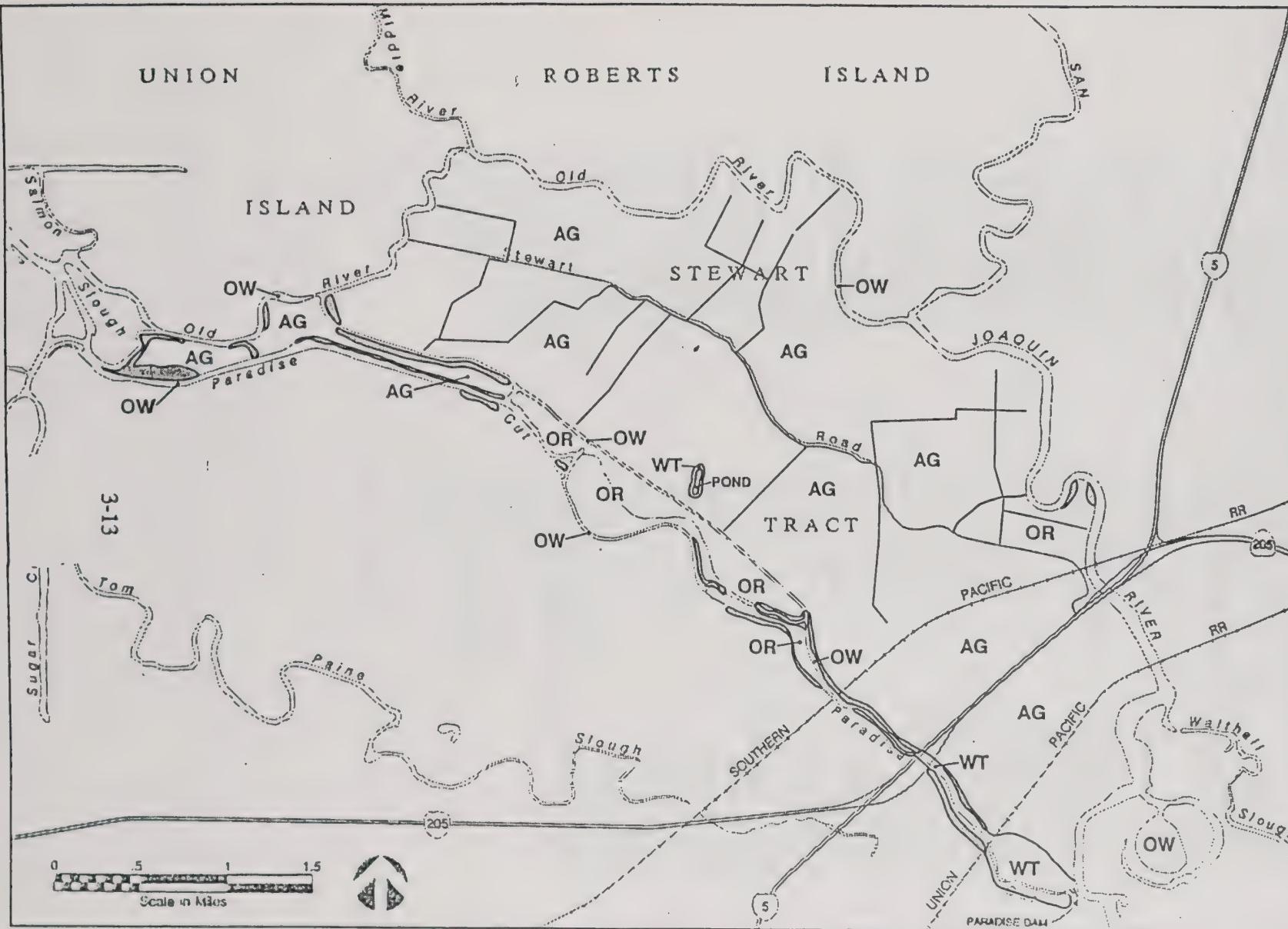
Vegetation:

Mixed riparian woodland communities are limited to the banks of Paradise Cut and to the area around its confluence with the San Joaquin River. Representative species include willow, box elder, valley oak, California black walnut, cottonwood and California wild rose. Because of their disturbed nature, the banks of the San Joaquin and Old River are composed of levees which support ruderal vegetation. Their boundaries are delineated on Figure III-5.

The freshwater marshes are of two types: 1) areas immediately adjacent to open water; and 2) open agricultural drainage ditches.⁶ Similar vegetation is found in both types. However, a greater diversity

⁶ While man-made drainage ditches are often classified as wetlands, the same levels of preservation may be required as they are for naturally occurring wetlands.

HABITAT LOCATED ON THE STEWART TRACT



LEGEND

- AG** Agriculture (includes row crops and small grains)
- OR** Orchard
- OW** Open Water
- WT** Wetland
- Riparian**
- Canal**



Stewart Tract
Biological Assessment

FIGURE 2
HABITAT MAP

TABLE III-3
PLANTS OBSERVED ON THE STEWART TRACT

Scientific Name	Common Name
<i>Acer negundo</i>	box elder
<i>Amsinckia intermedia</i>	fiddleneck
<i>Baccharis pilularis</i> var <i>consanguinea</i>	coyote brush
<i>Capsella bursa-pastoris</i>	shepherd's purse
<i>Carex</i> sp.	sedge
<i>Centaurea solstitialis</i>	yellow star thistle
<i>Circium vulgare</i>	bull thistle
<i>Claytonia perfoliata</i> var <i>perfoliata</i>	miner's lettuce
<i>Conyza canadensis</i>	horseweed
<i>Cynodon dactylon</i>	Bermuda grass
<i>Cyperus eragrostis</i>	umbrella sedge
<i>Digitaria sanguinalis</i>	crabgrass
<i>Dipsacus fullonum</i>	fuller's teasel
<i>Epilobium paniculatum</i>	willow-herb
<i>Foeniculum vulgare</i>	sweet fennel
<i>Fragaria</i> sp.	strawberry
<i>Grindelia</i> sp.	gumplant
<i>Juglans hindsii</i>	California black walnut
<i>Juncus</i> sp.	rush
<i>Nicotiana glauca</i>	tree tobacco
<i>Phoradendron flavescens</i>	mistletoe
<i>Populus fremontii</i>	Fremont cottonwood
<i>Quercus lobata</i>	valley oak
<i>Rosa californica</i>	California wild rose
<i>Salix laevigata</i>	red willow
<i>Salsola iberica</i>	russian thistle
<i>Scirpus</i> sp.	bulrush
<i>Typha latifolia</i>	common cattail
<i>Urtica urens</i>	stinging nettle
<i>Xanthium strumarium</i> var <i>canadense</i>	cocklebur

TABLE III-4
WILDLIFE SPECIES OBSERVED ON THE STEWART TRACT

SPECIES	SCIENTIFIC NAME	STATUS
Pied-billed Grebe	<i>Podilymbus podiceps</i>	
Double-crested Cormorant	<i>Phalacrocorax auritus</i>	CSC ⁷
Great Blue Heron	<i>Ardea herodias</i>	CSC
Snowy Egret	<i>Egretta thula</i>	CSC
Green-winged Teal	<i>Anas crecca</i>	
Mallard	<i>Anas platyrhynchos</i>	
Bufflehead	<i>Bucephala albeola</i>	
Turkey Vulture	<i>Cathartes aura</i>	
Black-shouldered Kite	<i>Elanus caeruleus</i>	CSC
Northern Harrier	<i>Circus cyaneus</i>	CSC
Swainson's Hawk	<i>Buteo swainsoni</i>	ST ⁸
American Kestrel	<i>Falco sparverius</i>	
California Quail	<i>Callipepla californica</i>	
Killdeer	<i>Charadrius vociferus</i>	
Long-billed Curlew	<i>Numenius americanus</i>	
Ring-billed gull	<i>Larus delawarensis</i>	
Mourning Dove	<i>Zenaida macroura</i>	
Anna's Hummingbird	<i>Calypte anna</i>	
"Red-shafted" Flicker	<i>Colaptes auratus</i>	
Black Phoebe	<i>Sayornis nigricans</i>	
Yellow-billed Magpie	<i>Pica nuttalli</i>	
Ruby-crowned Kinglet	<i>Regulus calendula</i>	
Western Bluebird	<i>Sialia mexicana</i>	
American Pipit	<i>Anthus rubescens</i>	
Loggerhead Shrike	<i>Lanius ludovicianus</i>	
Yellow-rumped Warbler	<i>Dendroica coronata</i>	
California Towhee	<i>Pipilo crissalis</i>	
Song Sparrow	<i>Melospiza melodia</i>	
Golden-crowned Sparrow	<i>Zonotrichia atricapilla</i>	
White-crowned Sparrow	<i>Zonotrichia leucophrys</i>	
Red-winged Blackbird	<i>Agelaius phoeniceus</i>	
Western Meadowlark	<i>Sturnella neglecta</i>	
Brewer's Blackbird	<i>Euphagus cyanocephalus</i>	
Purple Finch	<i>Carpodacus purpureus</i>	
House Finch	<i>Carpodacus mexicanus</i>	
MAMMALS		
Beaver	<i>Castor canadensis</i>	

⁷ "Species of Special Concern", California Dept. of Fish & Game

⁸ Listed as Threatened by the State of California

TABLE III-5
**SENSITIVE WILDLIFE SPECIES THAT OCCUR OR MAY OCCUR
 ON THE STEWART TRACT**

MAMMALS

San Joaquin Pocket Mouse	<i>Perognathus inornatus</i>	CSC ⁹ C1 ¹⁰
Riparian Brush Rabbit	<i>Sylvilagus bachmani riparius</i>	CSC, C1
Riparian Woodrat	<i>Neotoma fuscipes riparia</i>	CSC, C2 ¹¹

BIRDS

Aleutian Canada Goose	<i>Branta canadensis leucopareia</i>	FE ¹²
Swainson's Hawk*	<i>Buteo swainsoni</i>	ST ¹³
California Black Rail	<i>Laterallus jamaicensis coturniculus</i>	ST C1
Western Yellow-billed Cuckoo	<i>Coccyzus americanus occidentalis</i>	SE ¹⁴
Burrowing Owl	<i>Athene cunicularia</i>	CSC
Tricolored Blackbird	<i>Agelaius tricolor</i>	C2

REPTILES AND AMPHIBIANS

Tiger Salamander	<i>Ambystoma tigrinum californiense</i>	CSC, C2
California Red-legged Frog	<i>Rana aurora draytoni</i>	CSC, C2
Giant Garter Snake	<i>Thamnophis couchii gigas</i>	ST, C2

INVERTEBRATES

Valley Elderberry	<i>Desmocerus californicus dimorphos</i>	FT ¹⁵
Longhorned Beetle		
Moestan Blister Beetle	<i>Lytta moesta</i>	C2

⁹ "Species of Special Concern", California Dept. of Fish & Game

¹⁰ Category 1 Candidate for Federal Listing. (Taxa for which the U.S. Fish & Wildlife Service has sufficient biological information to support a proposal to list as Endangered or Threatened.)

¹¹ Candidate for Federal listing. (Taxa which existing information indicates that listing may be warranted but for which substantial biological information to support a proposed rule is lacking.)

¹² Listed as Endangered by the Federal Government

¹³ Listed as Threatened by the State of California

¹⁴ Listed as Endangered by the State of California

¹⁵ Listed as Threatened by the Federal Government

TABLE III-6

SENSITIVE PLANT SPECIES KNOWN TO SAN JOAQUIN COUNTY AND POTENTIALLY OCCURRING ON THE STEWART TRACT¹⁶

Scientific Name Common Name	Status ¹⁷	Habitat ¹⁸	Flowering Period ¹⁹
<i>Cirsium crassicaule</i> slough thistle	L1B/-/C2	Sloughs, shallow water, wet places in meadows	Jun-Aug
<i>Eryngium racemosum</i> delta button celery	L1B/CE/C2	Riparian scrub (seasonally inundated)	Jun-Aug
<i>Hibiscus californicus</i> California Hibiscus	L1B/-/C2	Freshwater marsh & swamp	Aug-Sep
<i>Quercus lobata</i> valley oak	L4	Cismotane woodland, riparian forest	Mar-Apr
<i>Trichocoronis wrightii</i> <i>trichocoronis</i>	L3	Marshes, swamps, riparian forest	May-Sep

¹⁶ From Smith and Berg (1988)

¹⁷ Status categories:

C2:	Category 2 candidate for federal listing as threatened or endangered (data are insufficient to support listing at this time).
L1B:	California Native Plant Society (CNPS) List 1B, a list of plants that are rare, threatened, or endangered in California and elsewhere. Plants on this list likely meet the biological criteria requiring them to be considered under CEQA.
L3:	CNPS List 3, a review of species about which information is needed.
L4:	CNPS List 4, a "watch list" of plants of limited distribution.

¹⁸ From Smith and Berg (1988) and Munz and Keck (1968).

¹⁹ From Munz and Keck (1968).

of species is present in the wetlands adjacent to the south end of Paradise Cut near the San Joaquin River, including common cattail, bulrush, sedges, rushes, miner's lettuce and Bermuda grass. The dominant species within agricultural drainage ditches are cattail, rushes and bulrushes.

Orchards (primarily walnut) and field crops comprise the majority of vegetative cover on the Stewart Tract. The orchards are located along the length of the Tract between Paradise Cut and the levee immediately northeast of the Cut, and along the east side of the Tract adjacent to the San Joaquin River. Agricultural crops include alfalfa, small grains and row crops.

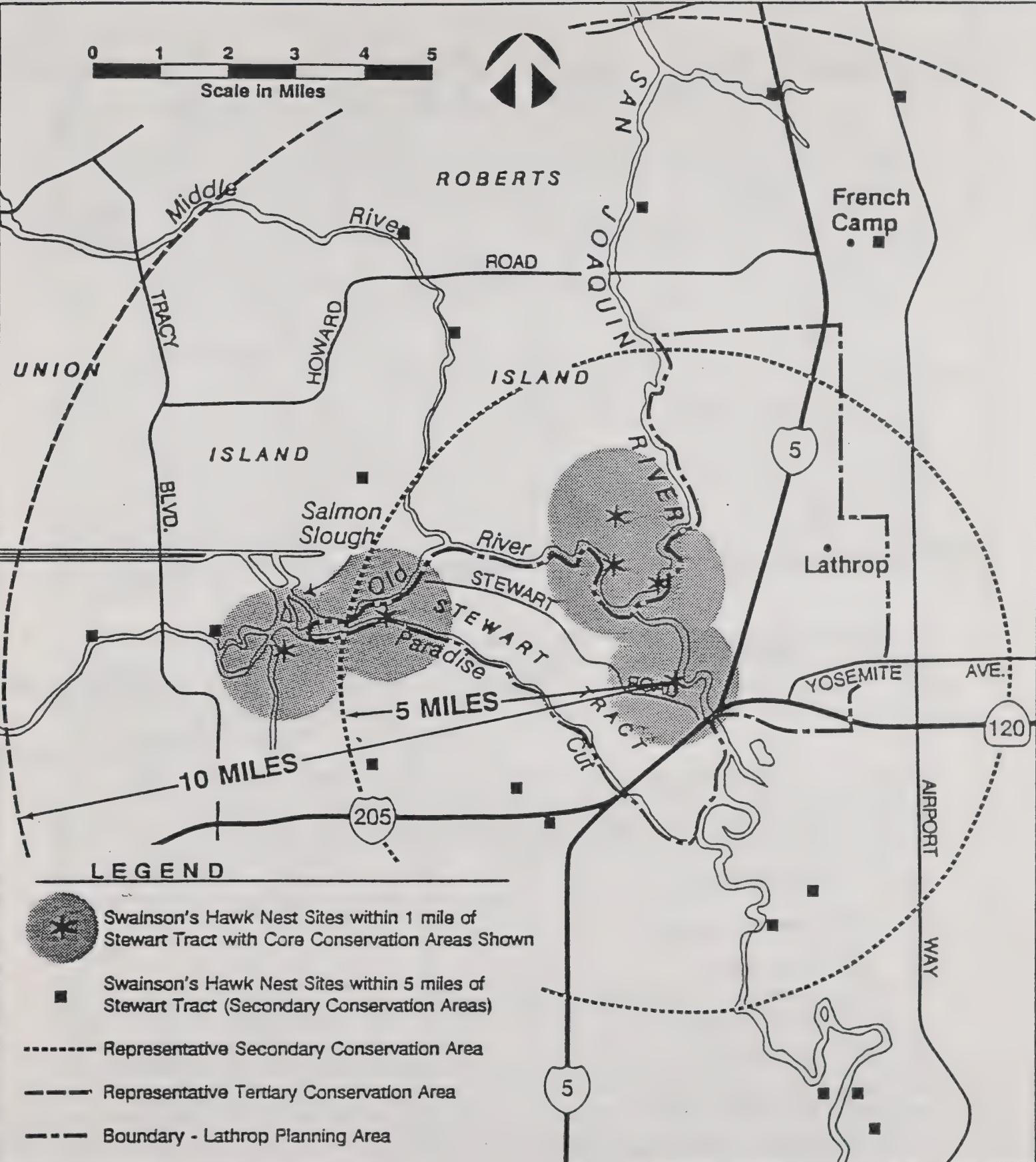
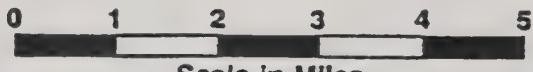
Wildlife:

Wildlife habitats are dominated by agricultural land use. These habitats have been planted in soils which support a variety of orchard and row crops that are subjected to varying degrees of pesticides, herbicides and tillage treatments, some of which are of limited value or harmful to wildlife. However, with the loss of native habitats now converted to agricultural use, a diversity of species have adapted to these habitats. Ruderal habitats, abandoned orchards, overgrazed pastures, vacant lots and road edges support a variety of weedy plants that provide food and cover for sparrows, towhees, quail and goldfinches. Deer and rabbits browse on trees and vines, while unharvested fruits are food for bluebirds, thrushes, pigeons, crows, warblers, waxwings, finches, grosbeaks, orioles, rabbits, racoons and jackrabbit.

The riparian woodland habitats support a complex wildlife community and provide food, water, migration corridors, escape, nesting and thermal cover for a large number of species many of which are totally dependent on these habits for survival. Structural habitat characteristics, such as foliage height, diversity and volume, plant species diversity and percent cover, have been related to wildlife species diversity. The greater availability of moisture and organic debris in riparian systems promotes both plant and insect growth which are prominent factors in the establishment of complex food webs that support a high level of species diversity.

It is important to note that nesting areas of the Swainson's hawk identified in 1990 [see Figure III-6] could be at risk. It is known that Swainson's hawks do not always return to the same nest, and there is no certainty that there are or will be active nests within or in close proximity to the Lathrop planning area. However, where nests have been observed in the past, the State Department of Fish & Game considers such areas as being "potentially active" since they may be occupied in successive years by different birds. The most critical zone for active nests is the Core Conservation Area (the area within a one-mile radius of a nesting site) because urbanization within this zone may result in nest abandonment. However, the Secondary and Tertiary Conservation Areas are also critical because of their importance as foraging areas.

The open water of the San Joaquin River and its tributaries (Paradise Cut, Old River, Middle River) provide resting, nesting, feeding and escape cover habitats for many aquatic-adapted species. Ducks, herons, egrets, grebes and cormorants were observed. Swallows, flycatchers, warblers and vireos will hawk for insects over the water and nest in riparian habits which line the shore. Common mammals include muskrats, beaver, mink and river otter. Freshwater marshes are extremely dynamic yet frail habitats that support very complex and diverse plant and animal populations. Some 160 species of birds utilize marsh habitats during some phase of their life cycles and a number of mammals, amphibians, and reptiles are also dependent on the marshes. Several freshwater marshes were found on the Stewart Tract that harbor mallards, gadwall, pied-billed grebes, green-winged teal and beaver. These valuable habitats are subject to stringent development constraints under federal wetlands regulations prescribed by Section 404 of the Clean Water Act.

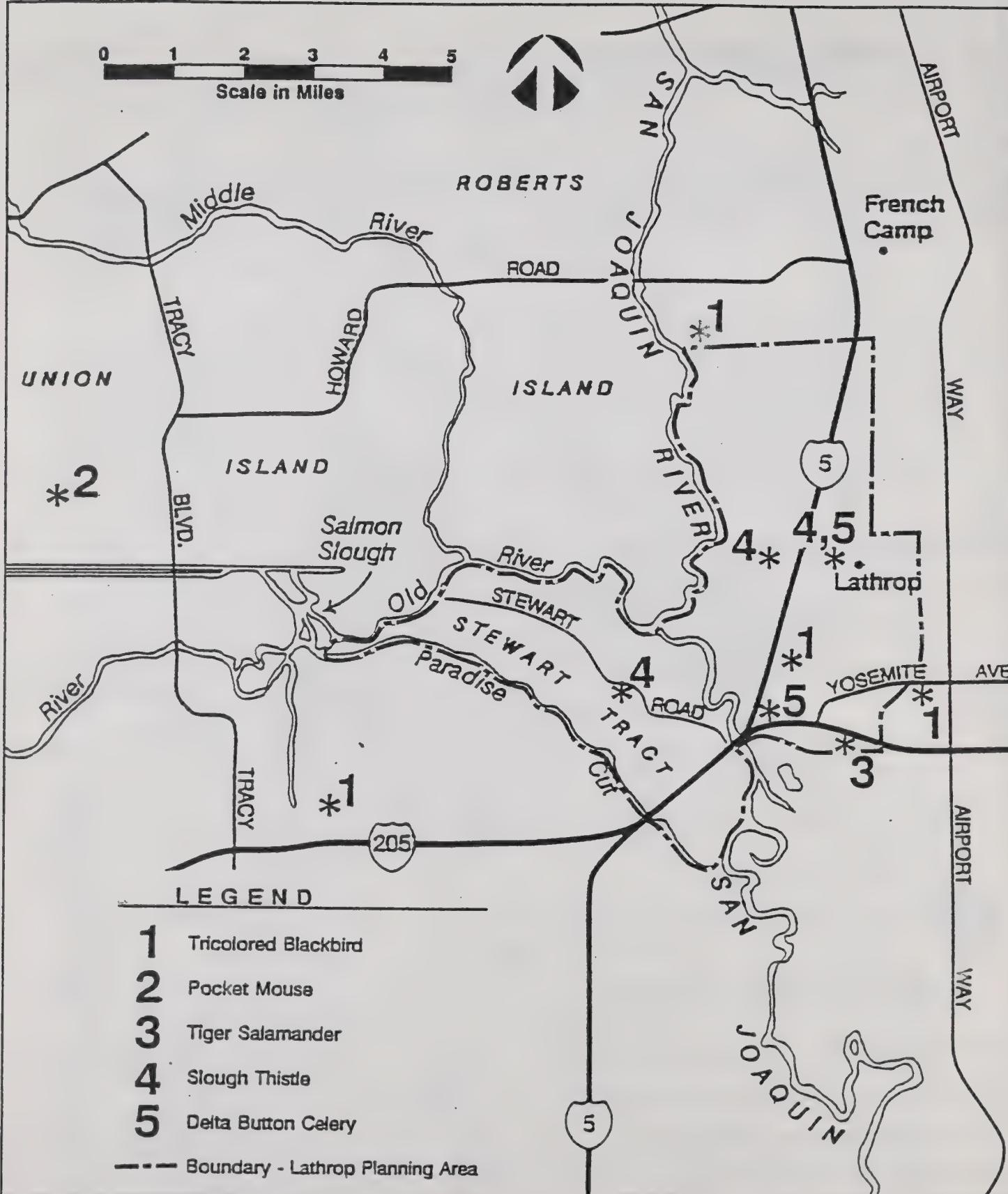


Stewart Tract
Biological Assessment

FIGURE III-6
SWAINSON'S HAWK NEST SITES
AND CONSERVATION AREAS

0 1 2 3 4 5

Scale in Miles



Stewart Tract
Biological Assessment

Fish and wildlife habitat within Sub-Plan Areas #1 and #2 is limited to the waters of the San Joaquin River and to plant species found in agricultural and other areas that are disturbed. Waters of the San Joaquin River are subject to the permitting authority of the U.S. Army Corps of Engineers with respect to the development of marinas and the altering of levee alignments, and to the authority of the California Department of Fish and Game where stream bed alteration may be involved. The river retains some importance as a spawning fishery, but it has been in serious decline ever since the construction of Pine Flat Dam northeast of Fresno and the development of other water projects along rivers which drain to the San Joaquin River. The San Joaquin remains important as habitat for several species of ducks, herons, egrets, grebes and cormorants. Common mammals include muskrats, beaver, mink and river otter.

With the exception of an oak grove, virtually all natural areas that existed along the east side of the San Joaquin River (within SPA #2) at the time the community was established have been eliminated through agricultural activities and through recent levee reconstruction for the full north-south length of the planning area. Although native habitats have been converted to agricultural use, or have been mostly eliminated (riparian) because of river levee construction and maintenance, a surprising diversity of species have adapted to the agricultural areas and several rare, threatened and endangered species have been observed along reaches of the river corridor which forms the western boundary of S-P Area #2. These species include the Swainson's hawk, tri-colored blackbird, tiger salamander, slough thistle and Delta button celery. Swainson's hawk nesting sites previously observed are shown on Figure III-6. A map of sensitive species that have been observed in the past within and adjacent to the Lathrop Planning Area is provided on Figure III-7.

A significant oak grove remains in the southern part of SPA #2 that deserves protection during the development process. The grove includes valley oak (*Quercus lobata*), interior live oak (*Quercus luislizensii*), and California live oak (*Quercus agrifolia*). Oaks are valuable ecologically (as wildlife habitat) and culturally (e.g., for Native Americans). Oaks are also valuable to livestock because of nutrients made available in grasses below the trees.

All natural areas that existed in the area of the existing community east of Interstate 5 that now comprises the City Limits of Lathrop have been eliminated through urbanization and agricultural activity. A small but significant wetlands area exists at the northeast quadrant of the McKinley Avenue underpass of State Route 120 just south of the City Limits. This area lays adjacent to and partly within the freeway right-of-way, at the toe of the freeway embankment. In all probability, it is in this location where the tiger salamander has been observed on occasion in the past.

Fisheries

The San Joaquin River forms the western boundary of SPA #2 and serves as the eastern and part of the northern boundary for the Stewart Tract (SPA #3). The Stewart Tract is also surrounded by natural, modified, and man-made river channels and sloughs. The San Joaquin River boundary to the Stewart Tract also includes Walthall Slough entering near the eastern end of the Tract. Paradise Cut forms the southern boundary of the Stewart Tract. These freshwater habitats contain a variety of residential and anadromous fish.²⁰ The most abundant sport fish found year round in these waters is the white catfish (*Ictalurus catus*). Channel catfish (*I. punctatus*) is also present but in lesser numbers. Other abundant

²⁰ Anadromous fish spawn in freshwater, but spend most of their life in saltwater.

residential sport fish include several species of the sunfish family, including: redear sunfish (*Lepomis microlophus*), bluegill (*L. Macrochirus*), crappie (*Pomoxis sp.*) and largemouth bass (*Micropterus salmoides*). Common non-game species inhabiting these waters include Sacramento squawfish (*Ptychocheilus*), Sacramento blackfish (*Orthodon microlepidotus*), and carp (*Cyprinus carpio*). While this is not a complete listing of all resident fishes occurring in the waterways of the Lathrop Planning Area, it presents the more abundant fishes and characterizes the fisheries of the area (Pers. comm. with D. Kohlhorst, DFG, Stockton).

Of the anadromous fishes occurring in these waters, striped bass (*Morone saxatilis*) are the most prevalent. Relatively small numbers of chinook salmon (*Onchorhynchus tshawytscha*), both adults and smolts (downstream migrating young salmon), also pass through these waterways. It is also assumed that white sturgeon (*Acipenser transmontanus*) are occasionally found here (D. Kohlhorst, pers. comm.). No fishes of special status are known to occur in these waters, but it does contain potential habitat for the Delta smelt (*Hypomesus transpacificus*), a species recently listed as a federal candidate for threatened status (D. Kohlhorst, pers. comm.). The San Joaquin River retains some importance as a spawning fishery, but it has been in serious decline ever since the construction of Pine Flat Dam northeast of Fresno and the development of other water projects along rivers which drain to the San Joaquin River.

Recreational fishing of the waters of the Lathrop Planning Area is focused primarily on catfish, and secondarily on the various members of the sunfish family. Striped bass are believed to provide the next most popular fishing for anglers in this area (D. Kohlhorst, pers. comm.).

ENERGY RESOURCES

There are no direct sources of energy within the community except those resulting from privately owned solar power generating units. All energy sources (other than wood burning) are provided by the Pacific Gas & Electric Company.

ARCHAEOLOGICAL AND CULTURAL RESOURCES

Record searches completed for the Lathrop planning area by the Central California Information Center revealed that five cultural resources are located within the Planning Area at locations well removed from existing urban development activity.²¹ These sites have been mapped and their location is being kept confidential as required by terms of the agreement between the City Planning Department (and its planning consultant) and the Information Center. Generally, the sites collectively involve the following cultural resources: a major Yokuts Indian village; various collections of Indian artifacts; and, several burial sites. The Village was reported as containing manos and metates, large bowl mortars and interments that ranged from 3500 B.P. to possible as late as the 1830's. The malarial outbreak of the 1830's is believed to have caused abandonment of the Village. The Village was completely destroyed in 1972 when excavated for fill dirt in the construction of Interstate 5.

There have been six cultural resource surveys made within the Planning Area between 1986 and 1991. Four cultural resources have also been recorded within a one mile radius of the Planning Area boundaries. The Information Center has also checked the National Register of Historic Places, Points of Historic

²¹ Correspondence and descriptive material received by the City of Lathrop from Alice A. Lawrence, Assistant Coordinator, Central California Information Center, Department of Anthropology, California State University, Turlock, California, June 27, 1991.

Interest files, the California Inventory of Historic Resources (1976) and the California Historic Landmarks files (1990). The Eldon H. Gordon House located at 15808 Fifth Street in Lathrop was identified as a Point of Historical Interest.

SCENIC RESOURCES

The scenic resources that exist within the planning area are related to the distance from transportation corridors and from areas of open space where the resources can be observed. Views from City streets consist largely of foreground views of housing and industry which obscure middleground and background views. Exceptions are provided when driving along S. Howland Road where views are open to Rte 120, and along Harlan Road where views are open to agricultural lands. However, principal views within the planning area are provided by the two freeway corridors and by County roads west of Interstate 5 which extend west to the San Joaquin River and onto the Stewart Tract.

Because of their general elevation above adjacent lands, views from the freeway corridors provide both a middleground view of at least part of the existing developed community, and background views of the agricultural areas to the west and south, and to the Coast Range of mountains to the west. Views of the Sierra Nevada are more restricted than are views of the Coast Range because of atmospheric conditions. Views of the San Joaquin River are wholly restricted except at bridges or on the top of bordering levees because of the levee system.

THE NOISE ENVIRONMENT

Major noise sources within the Lathrop planning area are intermittent railroad and airplane traffic, and steady vehicle traffic along Interstate 5 and State Route 120. Ambient noise levels at approximately 50' back from the freeway rights-of-way lines are approximately 70 dBA; along the railroad rights-of-way, noise generated by a single event of through railroad freight traffic may exceed 95 dBA. Lesser but significant noise levels of 65 dBA are generated by trucks along truck routes within the City. Farm equipment operating adjacent to residential areas can generate similar noise levels as those for trucks. None of the major sources of noise, including industrial noise, create problems for such noise sensitive uses as schools, hospitals, convalescent homes and housing for the elderly.

Freeway noise is most impacting on residential lands immediately east of Interstate 5 and the Harlan Road frontage road that border the freeway. Studies completed as part of a residential project EIR show that the average 24 hour day/night freeway noise level is 80 dB at a distance of 180' east of the I-5 centerline, and that the average A-weighted noise level during the measurement period ranged from 71 to 78 dB. When measured for extended periods of time, noise levels at different hours of the day at 180 feet from freeway centerline ranged from 62 to 72 dB 90% of the time, from 68 to 76 dB 50% of the time and from 74 to 80 dB 10% of the time. Without sound wall or other mitigation, these levels of noise would exceed allowable exterior noise level standards adopted by the State for application to residential areas.

While similar noise levels can be demonstrated along the State Route 120 corridor, the impacts are of lesser consequence because of existing and planned land use that favor commercial and industrial use and not residential use. Existing noise contours in Central Lathrop are shown on Figure III-8. Noise contours in South Lathrop, south of Louise Avenue are shown on Figure III-9, including contours along Louise Avenue, the S.P. Railroad, State Route 120 and Interstate 5. The contours on the west side of I-5 mirror the contours on the east side. Noise contours affecting the northern part of the City are shown on Figure VI-3 under the Noise Section of the Hazard Management Element in Part VI.

FIGURE III-8

NOISE CONTOURS IN CENTRAL LATHROP
(In Decibels)

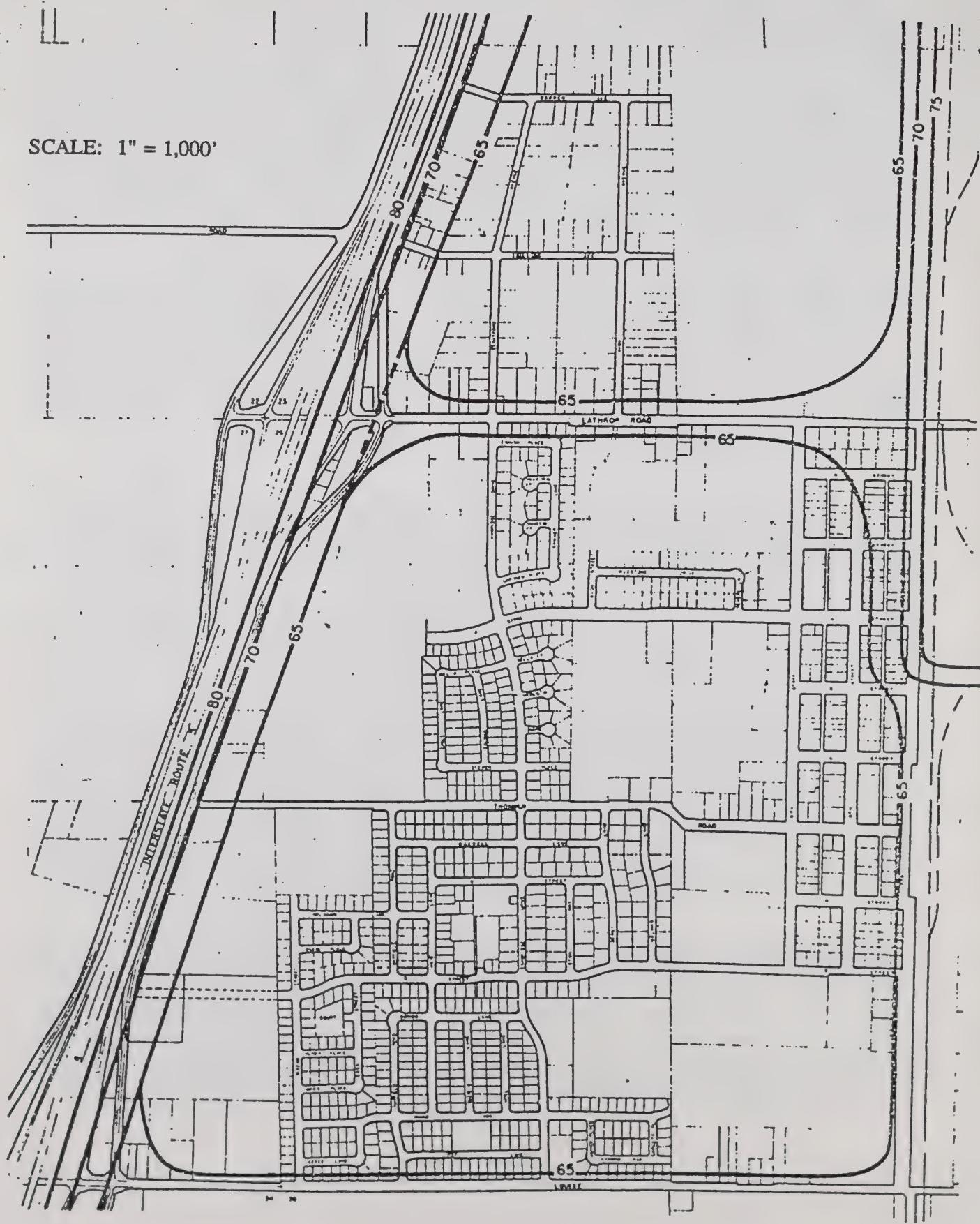
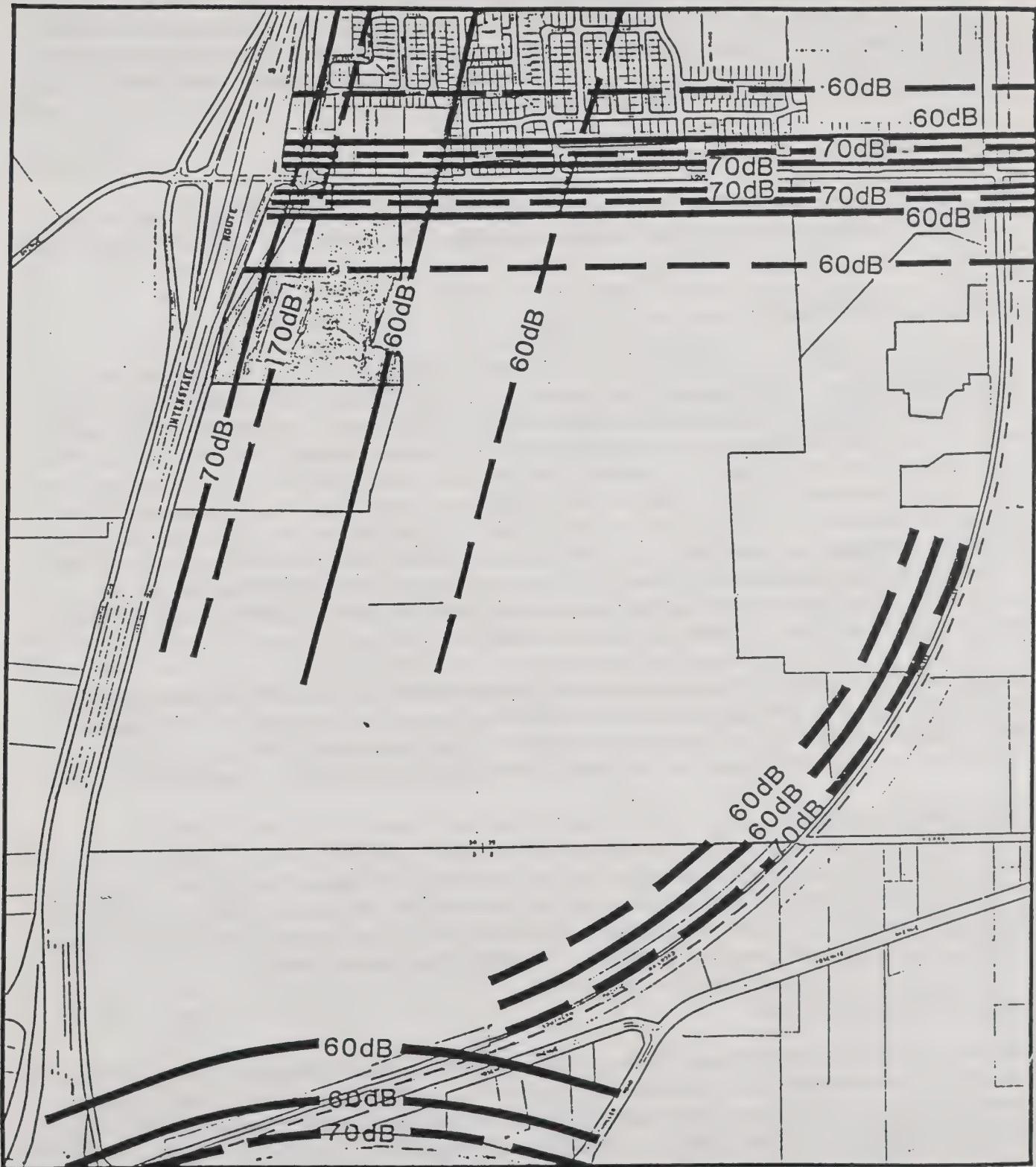


FIGURE III-9

NOISE CONTOURS IN SOUTH LATHROP



SCALE: 1" = 1/4 MILE or 1,320 FEET

— EXISTING (1985) CNEL
 - - - FUTURE (2005) CNEL

SOURCE:

Draft EIR 88-11, SCH #88070516
 Kearny Venture, LTD., Prepared
 by Mills & Associates, April, '89

Noise contours associated with aircraft operations at the Sharpe Depot Airport indicate that the entire community is subjected to a fluctuating pattern of noise from intermittent and occasional helicopter operations in the range of 65 to 75 dBA, and that higher levels are confined to the immediate vicinity of the airstrip located parallel to and along the east side of the S.P. Railroad. Single event helicopter noise levels from direct flyovers have also been measured as high as 89 dB over vacant lands between I-5 and the S.P. Railroad, north of Lathrop Acres.²²

PUBLIC SERVICES

Public services of importance to the purposes of the General Plan include the domestic water, sewerage and drainage systems, solid waste disposal, law enforcement, fire protection, parks and recreation and schools.

Sewer and Water Services

Sewer and water services is provided by the City of Lathrop after its having assumed responsibility for the operations of the Lathrop County Water District as of July 1, 1991. While the City maintains the sewage collection system, sewage treatment is provided by the Manteca Wastewater Treatment Facility which serves as a regional plant to serve Lathrop as well as Manteca. The City is entitled to about 14.7% of the Facility's design flow capacity, or about 0.8 million gallons per day (mgd). This provides sufficient capacity to serve existing developed areas of the City along with providing service to vacant in-fill lands within the established community. The City has also purchased a similar percentage of treatment capacity in the Phase II expansion planned for the Manteca Treatment Facility, which would allow urban expansion for only part of the acreage extending north of Lathrop Acres to the vicinity of Squires Road east of Interstate 5. There is no capacity currently available which could provide service to lands that would develop west of Interstate 5 or south of existing industries along Louise Avenue.

Water service is only available from wells which tap into groundwater aquifers. The City's water system consists of wells, a pump station, an elevated storage tank and water lines for distribution to system users. The annual safe groundwater yield available to Lathrop has been estimated at 3,078 acre feet per year for a 5-well system. Records indicate that the system provided 420 million gallons of water in 1988.

Storm Water Drainage

Storm water drainage consists of surface runoff in new developments to detention ponds, with conveyance to the San Joaquin River by a 36" pipe. Drainage in older developed and partially developed areas of the City is either lacking or of marginal character because of the lack of capability for positive off-site disposal. All drainage lines are sized based on a 10 year intensity 48-hour storm.

Solid Waste Removal Service

Solid waste removal is handled under a franchise agreement with a private disposal company. Disposal is either to a transfer station a mile northeast of town, or to the relatively new Foothill Landfill which is located about 35 miles northeast of Lathrop. The Foothill Landfill has a design capacity that is not expected to be reached until the middle to latter part of the next Century.

²² See Table 3.17, Final EIR, Verner-Lathrop Area General Plan Amendment, Engineering Science, February, 1990

Law Enforcement

Police service is provided to the City under contract with the San Joaquin County Sheriff's Department. Since City incorporation, police service has been greatly expanded to where four patrol units operate throughout a 24 hour period, providing routine patrol of the entire City. Additional assistance can also be summoned as needed under a mutual aid agreement with other cities of the County.

Fire Protection

Fire protection, suppression and first response emergency medical services within the City is provided by the Manteca-Lathrop Rural Fire Protection District, with the headquarters station located at 800 E. J Street north of the community park and Lathrop Elementary School complex. The District's local fire fighting force consists of 30 paid personnel and 12 reserve call personnel. Major equipment includes pumper, aerial ladder, rescue unit and water tender. Also provided to the community is the hurst-tool ("jaws of life"). All firefighting personnel are Emergency Medical Technicians (EMTs). The station is staffed 24 hrs. by a minimum of five personnel, including a Captain and Battalion Duty Chief. On duty during the 40 hour work schedule is a Fire Chief, Administrative Secretary, Fire Marshall and two Assigned Battalion Chiefs. Additional assistance is available from two outlying stations, and from surrounding cities, San Joaquin County and State Fire agencies upon call through mutual aid agreements.

Public Schools

Lathrop is served by the Manteca Unified School District. The Lathrop Elementary School serves grades K-8, and is the only school in Lathrop. Students are bussed to the high school in Manteca. The District is badly in need of a second elementary school facility in Lathrop because of the substantial increase in elementary grade enrollment that has occurred from residential expansion in the last few years. The District-wide increase in school child population has resulted in a multiplier of approximately 1.08 K-12 grade students per household. The District levies the maximum developer fees allowed by law to help finance classroom facilities, but the amount is inadequate for permanent classrooms and core facilities.

Parks and Recreation

The City maintains a nine acre community park and community center building located on Sixth Street close to the Lathrop Elementary School. Outdoor facilities include two softball diamonds, basketball and volleyball courts, a tot lot, and picnic shelter. Indoor facilities include a gymnasium, multi-purpose rooms and an office. A neighborhood park is located northwest of the intersection of Fifth and Lathrop Road in a developing residential subdivision. Public boat landing facilities are located along the San Joaquin River at the west end of Dos Reis Road and at Mossdale Landing in the southern part of the planning area. These facilities are located outside of the City Limits, but will be important areas of recreation service as the community expands to the west.

Gas, Electric and Telephone Services

Gas and electricity service is provided by the Pacific Gas & Electric Company. Because of Lathrop's proximity to major transmission lines and substation facilities serving south central San Joaquin County, facilities can be planned and constructed to serve current and anticipated growth. Telephone service to Lathrop is shared by the Pacific Bell Telephone Company and the Continental Telephone Company (CONTEL). CONTEL provides service to all of the area within the City Limits south of Lathrop Road.

PART IV

COMMUNITY DEVELOPMENT ELEMENT

SECTION A - LAND USE

INTRODUCTION

The following text, when taken together with the General Plan Diagram, sets forth the body of policies and proposals which are to provide the basis for the zoning and development of all public and private land within the community. Land use categories included in the text and on the Diagram are described under proposals for Land Use in Section A of the Community Development Element. Proposals for Circulation and Traffic are described in Section B, proposals for Housing appear in Section C, and proposals for Water-Sewerage-Drainage-Solid Waste appear in Section D.

For purposes of describing land use policies and proposals, Sub-Plan Areas #1 and #2 are combined, while Sub-Plan Area #3 (Gold Rush City) is described separately. This is necessary to reflect the distinctly different character of land use proposals for these combined and separate areas. SPA's #1 and #2 cover the area within the existing City Limits east of Interstate 5, the area outside the City Limits south of Route 120 and east of I-5, and the proposed area of urban expansion which lays west of I-5 and east of the San Joaquin River. SPA #3 addresses the Gold Rush City proposal on the Stewart Tract. Figure IV-1 - the 20 Year General Plan - is intended as a generalized version of the General Plan Diagram. The more complete General Plan Diagram is included as a folded insert inside the back cover of the document.

DEVELOPMENT PRIORITIES

Sub-Plan Area #1 - Lands East of Interstate 5

Priorities of development east of Interstate 5 are dependent on the availability of adequate water supply and sewage treatment capacity. Most of the remaining area of residential development potential east of I-5 is located between Lathrop Road and Squires Road, north of that part of the existing residential area known as "Lathrop Acres". This area was proposed for development just prior to the City's embarking on its General Plan program, with a decision to delay the "Country Squire" project pending completion of the General Plan Program. It is envisioned that the Country Squire Planned Development would constitute the first major residential development to occur after adoption of the General Plan. This priority takes account of the considerable environmental, design and engineering study already completed for the project. Approximately 162,000 gallons per day of capacity in the Phase II sewage treatment plant expansion is reserved for Country Squire, which would serve about 580 of the 1,000 housing units proposed. Consequently, the Country Squire project would also be an important component of the first stage of permanent sewerage facility construction that is also needed to serve development west of Interstate 5.

Other areas of potential residential development are limited primarily to infill of vacant properties within the mostly developed townsite and the redevelopment of older housing areas. The largest area of redevelopment potential is "Lathrop Acres" which is located immediately north of Lathrop Rd. and east of I-5.

Areas having early potential for retail and highway commercial development primarily involve lands located at the easterly quadrants of the Lathrop Road and Louise Avenue interchanges with I-5. The largest commercial project being considered in the short term is the Factory Stores center proposed at the southeast quadrant of the Louise Avenue interchange. Industrial development priorities will of necessity be limited to lands already served by the existing collection system until sewage treatment facilities can be expanded (Phase II) or new facilities are provided. Freeway and Service Commercial areas in the vicinity of Roth Road similarly depend on capability for sewerage facilities.

Sub-Plan Area #2 - Lands West of Interstate 5 to the San Joaquin River

This area is almost entirely devoted to farming, with field crops, some vegetables and some deciduous fruit orchards. The more southern acreage between the proposed Louise Avenue and Stanford Blvd. expressways could develop as soon as wastewater management facilities and water sources are provided to serve this area. However, this is also true of the most northern acreage of Low Density that is shown on the General Plan Diagram for the area between Lathrop Road and the line of Squires Road. Most of the residential development designated by the General Plan for these areas is Low Density so as not to overload the traffic capacity of the I-5/Louise Avenue interchange either before or after the completion of substantial interchange improvements.

Priorities for commercial development would typically emphasize Freeway Commercial uses until the population of Sub-Plan Area #2 increases (in combination with Area #1) to where the market will support initial stages of a community shopping center on either side of the Lathrop Road interchange. Development of the larger "downtown" south of Lathrop Road cannot be expected until sometime after the year 2000.

Wastewater treatment facilities are proposed within the broad area extending from the proposed Stanford Blvd. expressway crossing of the San Joaquin River to the area that lays north of the proposed Louise Avenue expressway. This general location could permit service to early development within all three Sub-Plan Areas from a single sewage treatment facility, including connection of the Country Squires residential project in Sub-Plan Area #1, the connection of residential and commercial development within Sub-Plan Area #2, and the connection of initial phases of Gold Rush City development within Sub-Plan Area #3.

Sub-Plan Area #3 - Gold Rush City

The development of Gold Rush City is predicated on the construction and operation of a large commercial recreation theme park as part of the initial increment of development. The theme park is of the highest priority because it becomes the catalyst for all other commercial recreation and resort-oriented development envisioned by the General Plan for the Stewart Tract. Without the theme park as the centerpiece of the first phase of development, the feasibility and desirability of other land use proposals is placed in question.

Development of the area between I-5 and the S.P. Railroad may precede development of the Gold Rush site because it has sufficient access to make development practical.

The concept for the development of Gold Rush City is to create a destination center for recreation activity catering to the population of Northern California and the State, and to tourists from out of state. Rather than being classified as a "city" per se, the Gold Rush City project becomes a major recreation resort

attraction involving a very broad variety of recreation-oriented and resource management activity on nearly 5,000 acres of land to be developed in phases and managed as a unit. While a theme park that draws on the character of California's gold rush era would be the central attraction, the theme park(s) would involve a relatively small percentage of the total land area of the Stewart Tract.

With a major theme park complex as a central focus, the size of the annual tourist population at build-out could be somewhere on the order of 4,000,000 visitors. A more conservative estimate would be about three million. Because of the vagaries inherent in projecting the number of visitors that may be attracted, the four million level has been selected as a reasonable basis for determining the probable high levels of need and environmental impacts associated with a project of such magnitude.

LAND USE STANDARDS

State Planning Law requires that the Land Use Element incorporate standards for population density and building intensity. All development projects are governed by General Plan goals and policies, zoning and building code regulations, as well as other applicable City regulations.

Residential development is more adaptable to an application of population and building standards with minimum lot sizes (zoning) and density ranges (General Plan) than non-residential development. Given the wide variety of uses and activities that are permitted in the non-residential zones, it is more difficult to apply strict development standards to commercial and industrial projects. Building intensity and employment density will vary by activity. The Zoning Code regulates actual building intensity (lot coverage) for specific projects through the application of minimum setbacks, maximum lot coverage, height restrictions, and parking and landscaping requirements.

The population and employment densities and building intensities provided in the sub-sections which follow were applied in analyzing community wide development impacts.

LANDS EAST OF THE SAN JOAQUIN RIVER IN SUB-PLAN AREAS #1 AND #2

RESIDENTIAL LAND USE POLICIES AND PROPOSALS

Housing and Population Density Standards - All Sub-Plan Areas

The General Plan provides three basic categories of residential density as shown on Figure IV-1 and on the General Plan Diagram included at the back of this document. Note that the definition of "net acre" is the actual amount of land available for residential use. Three residential densities are designated on the General Plan Diagram: Low Density areas would have from 1 to 7 housing units per net acre of land available for residential use; Medium Density would have from 8 - 15 units per net acre; and, High Density would have from 16 - 25 units per net acre.

While single-family detached housing units would be the predominate housing type in the Low Density areas, any combination of housing types would be possible under the Specific Plan and/or Planned Development (PD) approach to design, provided that the average ratio of site area per dwelling unit does not fall below the ratio for all lands in the Low Density category. As an example, 100 gross acres of

residential land will typically require 25 acres in public streets, leaving 75 net acres actually available for conventional 6,000 sq. ft. lots. At 7.0 housing units per net acre, the 75 acres would yield 525 housing units. However, it may be possible under a PD approach to gain an extra number of units as an incentive to better design and amenity than otherwise would result from conventional lot design. This can occur where internal streets are to be held privately as common area by all owners of units residing in the PD project area, and which is not therefore subtracted from gross acreage to determine "net" acreage. In the 100 gross acre example, and assuming about 15% of the area is required for public streets, a net of 85 acres remains for calculating housing yield. Under a theoretical maximum, as many as 617 housing units could result. As a practical matter, the number of extra units would be negotiable, depending on the amount of affordable housing and common recreation open space and other amenities to be provided.

Calculations for property where two or more density ranges would be involved would require applying the separate density standards shown below in Table IV-1.

TABLE IV-1
STANDARDS OF HOUSING & POPULATION DENSITY

<u>Density Category</u>	<u>Number of Housing Units per Net Acre</u>	<u>Population Density: Persons per Net Acre</u>
Low	1 - 7	1.0 - 22.0
Medium	8 - 15	20.0 - 37.5
High	16 - 25	32.0 - 50.0

The standards of population density shown in Table IV-1 are intended to indicate the desirable range of population that would result from the standards of housing density. While the population range per net acre is not to be considered absolute either as to the minimum or maximum number of people allowed, any persistent excess of the maximum would be in conflict with the intent of the Housing Element of the General Plan to avoid overcrowding of housing [See Section C, Part IV for further discussion of policies relating to overcrowding.]¹

An important residential development policy is that the maximum number of housing units for any density range is not to be considered as a "right" but rather as an "entitlement" to be granted under special circumstances. The maximum number of units may be exceeded only through the PD process and then only on the merits of a request for the maximum. Factors to be considered in judging the merits typically would include the character and density in any adjacent development, efficiency in street design, housing affordability, housing design and quality and open space and recreation amenities.

For purposes of calculating population holding capacity of the General plan, the average number of units per net acre was used for each density category, multiplied by the typical household size for each category. These calculations are discussed for each of the density categories in the descriptions which follow.

¹ Because of variations in household size, the households which may occupy a given net acre of land may collectively exceed the standard. However, the impact of such variations will be virtually immeasurable when viewed on the basis of a block, a subdivision, a neighborhood or the community as a whole.

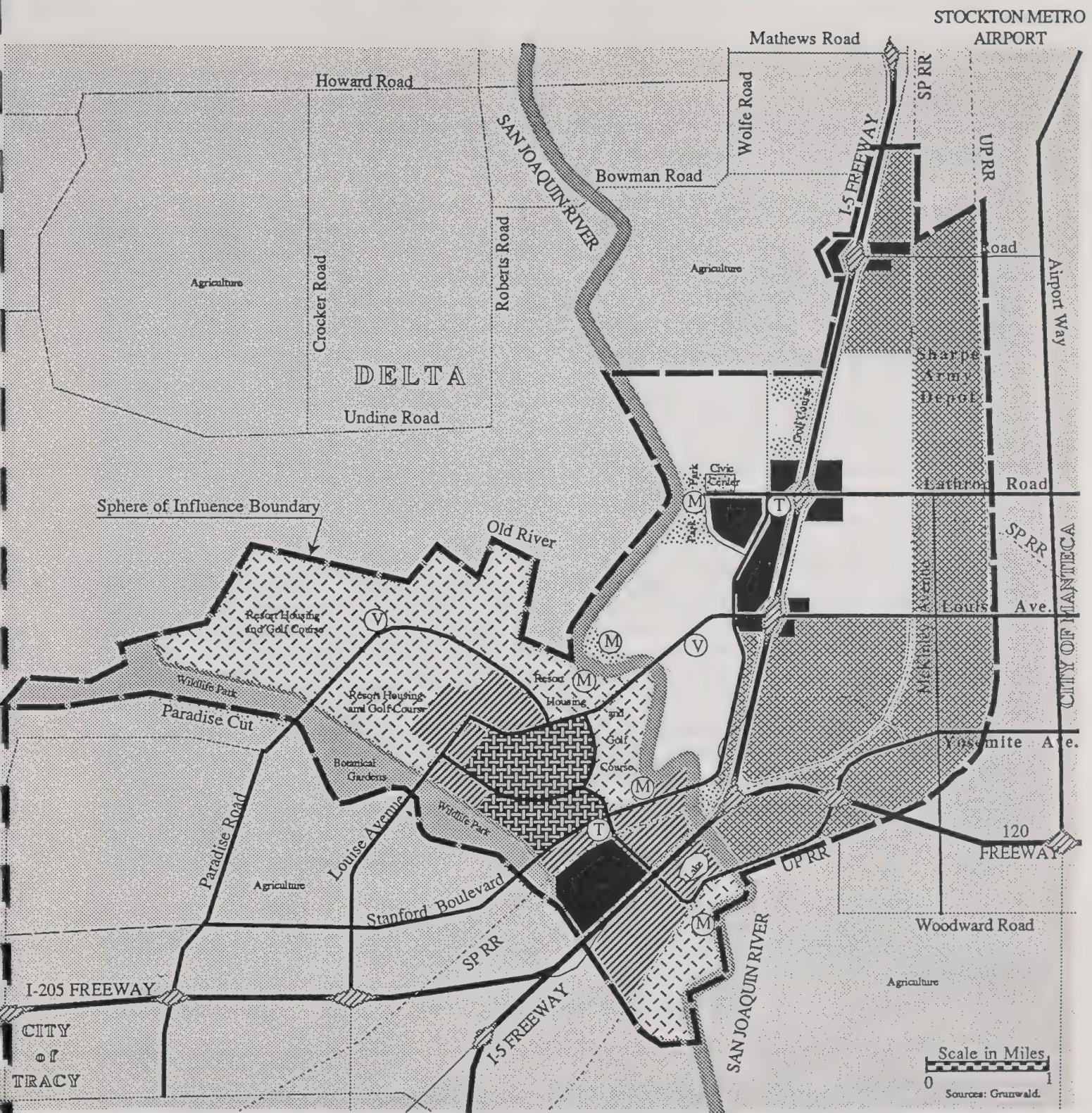


FIGURE IV-1

SCHEMATIC DIAGRAM

20 YEAR GENERAL PLAN

The Lathrop General Plan Diagram
December 1991

- Legend**
- Commercial: Stores and Offices
 - ▨ Industrial and Service Commercial
 - Residential Villages
 - ▨ Community and Open Space
 - ▨ Theme Park
 - ▨ Recreation Commercial
 - ▨ Recreation Residential
 - (M) Marinas
 - (V) Village Center
 - (T) Transit Stations

Low Density [LD]:

<i>Building Intensity:</i>	<i>1-7 housing units per net acre</i>
<i>Population Density:</i>	<i>1-22 persons per net acre</i>

Typically, Low Density will involve single-family detached housing on lots having a minimum area of 6,000 sq. ft. However, larger lots are encouraged. The average number of housing units per net acre is 5.5, and the average population density per net acre is 16.0 based on a factor of 3.2 persons per household. Zoning consistency with variations in LD development is provided by the R-1-6 zoning district. The Planned Development (PD) process is available for application in LD areas as a means to achieve innovation in overall design, including a mixture of dwelling types and density transfer. An important policy limitation in LD areas is that density bonuses above the range provided for a given density category in Table IV-1 cannot be granted except as required under Government Code Section 65915 where a minimum percentage of housing units are proposed for lower income housing.² Section 65915 requires that the City either grant a density bonus equal to 25% of the maximum number of housing units otherwise allowed in areas designated for residential use, or grant concessions in design and improvement standards or provide capital improvements equal to the differential value involved, or grant other concessions as prescribed by law.³

Government Code §65852.1 and 65852.2 govern the creation of "granny-flats" and second units in single family and multiple family zoned areas. To a large extent the State Law supersedes the ability of a local agency from preventing the installation of such units but does provide an avenue for architectural review. The density provisions of each land use designation have been set after consideration of the above referenced sections.

Except for bonuses mandated by the Government Code, other bonuses are prohibited except as may be obtained through the PD process as described above under "Housing and Population Density Standards. This is necessary in order to protect the integrity of areas already developed in Low Density that are adjacent or in close proximity to proposed new subdivisions in undeveloped LD areas. An example of incompatibility that can result is increased traffic generated by a density bonus project that depends on its access from streets serving established single-family housing on conventional lot sizes of 6,000 sq. ft. or more.

Medium Density [MD]:

<i>Building Intensity:</i>	<i>8 -15 housing units per net acre</i>
<i>Population Density:</i>	<i>20-38 persons per net acre</i>

² Section 65915 states that density bonuses be provided when a housing developer proposes at least 20% of the total number of units for "lower income" households (as defined by law) or at least 10% of the total number of units for "very low income" households (as defined by law).

³ At least two concessions are required involving any combination of the following: a) a reduction in site development standards, or a modification of Zoning Code requirements or architectural design requirements which exceed the minimum building standards approved by the State Building Standards Commission; b) approval of mixed use zoning in conjunction with the housing project if commercial, office, industrial or other use will reduce the cost of the housing development, and if these other land uses are compatible with the housing project and the existing or planned development in the area of the proposed housing project; c) other regulatory incentives or concessions proposed by the developer or the City which result in identifiable cost reductions.

Medium Density provides for a wide variety of housing types within walking distance of shopping districts and employment centers. MD housing types would include zero lot line, multi-plexes, patio homes on lots with reduced front yard setbacks, garden apartments, condominiums, townhouses, and mobile homes in mobile home parks. The average number of housing units per net acre is 12, and the average population density per net acre is 29.0 based on a factor of 2.5 persons per household.

Zoning consistency with General Plan designations of Medium Density is achieved by the RM-3 zoning district of the Zoning Ordinance or by City adoption of a Specific Plan for the involved areas. Within the Medium Density category, several more specific designations (subcategories) may be provided in order to establish limits on the number of housing units to be allowed under the Zoning Ordinance. Consistency between subcategories of MD areas and the Zoning Ordinance is achieved through application of the PD process.

High Density [HD]:

Building Intensity: **16 - 25 housing units per net acre**
Population Density: **32 - 50 persons per net acre**

High Density is reserved exclusively for lands along elements of the Arterial and Collector street system within walking distance of the Central Business District. The average number of housing units per net acre is 21, and the average population density per net acre is 42 based on a factor of 2.0 persons per household.

Zoning consistency with the High Density designation of the General Plan is achieved by the RM-2 and RM-1.5 zoning districts, or by any applicable Specific Plan. Within the High Density category, several more specific designations (subcategories) may be provided in order to establish limits on the number of housing units to be allowed under the Zoning Ordinance. A special High Density category not shown on the General Plan Diagram is intended for application to above-ground floors of commercial structures within the Central Business District (CBD). While the maximum number of housing units is the same as for other HD areas, no other regulations apply except those that may be specified by the Zoning Ordinance or applicable Specific Plan.

An important residential development policy for both Medium Density and High Density areas is that the minimum number of units shown in the density range of Table IV-1 shall not be reduced in order to reinforce commercial land use, transit and infrastructure proposals of the Plan, and policies of the Housing Element concerning the City's fair-share responsibility in meeting low-moderate income housing needs of the region.

Low Density Proposals

Areas proposed for Low Density in Sub-Plan Area #1 east of Interstate 5 are limited primarily to lands north of Lathrop Acres and west of the Sharpe Depot in the vicinity of Squires Road (Country Squire), and to vacant parcels that would in-fill mostly developed single-family areas between Lathrop Road and Louise Avenue. Lands north of Lathrop Acres have historically been designated for industrial development under previous County versions of the General Plan for Lathrop. However, there are important reasons for designating this area for Low Density, including the following:

1. The need to reinforce policies of the General Plan that call for the redevelopment of much of Lathrop Acres to the south of Country Squire as a residential neighborhood.⁴
2. The need to reinforce Community Commercial development proposals near the I-5/Lathrop Road interchange.
3. The abundance of land already designated for Light Industrial use at other locations east of the freeway.
4. The need to reinforce new Low Density residential use and Neighborhood Commercial use east of Lathrop Acres and north of Lathrop Road.
5. Lack of past industrial development interest in the land.

Areas proposed for Low Density in Sub-Plan Area #2 west of Interstate 5 are concentrated in three "Villages" separated by Arterial streets and/or open space corridors between the San Joaquin River and the north-south Stanford Expressway located generally parallel to and west of the alignment of Interstate 5. One of these Villages lays north of the proposed Central Business District (CBD) with mostly Low Density and Medium Density housing. The other two lay south of the CBD on either side of the proposed Louise Avenue expressway. Each of these Villages would be served by an elementary school and neighborhood park.⁵ All three would be served by a single Village Center because of the proximity of Community Commercial to the most northern village. [Note: The Village Center is described separately under Commercial proposals.] A Specific Plan or multiple integrated Specific Plans will be required to fully develop the concept and the development standards to implement this concept for Sub-Plan Area #2.

Medium and High Density Proposals

Areas proposed for Medium and High Density in Sub-Plan Areas #1 and #2 as shown on the General Plan Diagram are located primarily in close proximity to the freeway interchanges. Within Area #1, Medium Density is concentrated north of Lathrop Road, to be accomplished under a Redevelopment Plan for Lathrop Acres. A second concentration is located along Harlan Road reflecting the existing mobile home park.

Within SPA #2, Medium and High Density is concentrated in close proximity to the Central Business District (CBD) along the Stanford Blvd. expressway corridor. This proximity to retail commercial and major transportation corridor becomes important to the feasibility of a local transit system, and to reinforce

⁴ See discussion on groundwater contamination from Sharpe Depot affecting vacant land north of Lathrop Acres on page III-9.

⁵ As described in Part II, the Village concept represents a modern day return to the type of pedestrian and transit-oriented neighborhood planning which characterized much of city planning practice prior to the mid-1960's. The neighborhood school/park was a central feature, together with convenience shopping within walking distance of most homes. This concept became somewhat obscured by policies imposed on the Courts by school districts to eliminate racial segregation within communities and to prevent its reoccurrence. The bussing of students became a common means to carry out Court mandates. In creating a "new town", it is possible for Lathrop to incorporate the neighborhood or village planning concept. The term "village" being used today is mostly synonymous with the neighborhood planning concept of yesterday.

the full potential of the CBD as the eventual major social and economic activity center of the community. Housing for the elderly would be an important component of these density categories.

Development Standards for Medium and High Density Areas

All undeveloped land within SPA's #1 and #2 shown for Medium or High Density on the General Plan Diagram shall be developed in accordance with the following development policies and standards:

1. The extent and rate at which multi-family development is allowed to occur during a given year shall be governed by realistic demands in the housing market. Unsubstantiated local market potential for multi-family proposals may be grounds for project disapproval, even though multi-family use is called for by proposals depicted on the General Plan Diagram or as described in the General Plan text.
2. Multi-family projects shall include landscaped open space in addition to yard areas required by the zoning ordinance, to be developed for the common recreation use of tenants. Minimum facilities may be required for common recreation areas. Examples include totlots for pre-school children, and passive recreation areas for lounging, sun bathing, barbecuing, quiet conversation and reading, including area to be shaded by trees and shade structures.
3. Where multi-story housing units are proposed adjacent to existing or planned Low Density areas, building elevations and the location of windows, balconies and air conditioning units above the first story shall be reviewed by the City to assure visual compatibility and residential privacy.
4. Flexibility should be allowed by applying a lesser standard in the amount of off-street parking required for senior citizens housing where adequate open space is provided to permit an eventual ratio of 2.0 off-street parking spaces per housing unit if the development is ever converted in whole or in part to rentals or condominiums which no longer are intended for senior citizens.
5. Notwithstanding the provisions of Item 4, above, all multi-family housing projects shall provide off-street parking for visitors at locations reasonably central to the units to be served at the rate of one space for each four (4) units.
6. Site development and maintenance shall be in accordance with a comprehensive landscape development plan, including automatic irrigation.

COMMERCIAL LAND USE POLICIES AND PROPOSALS

The Central Business District (CBD)

*Building Density: Generally 1 to 3 stories
Land Use Intensity: Up to 90% site area coverage⁶*

The CBD is intended to become the primary center for retail commercial, business and financial services, professional offices, dining and entertainment to serve the community as a whole. As shown on the

⁶ This high percentage of coverage assumes that off-street parking is provided within or under the building on the site, or on a separate site.

General Plan Diagram, the CBD is located along the Lathrop Road and Stanford Blvd. expressway corridors. Major features for the CBD would include the following:

1. Application of an architectural review process for all new building and remodeling.
2. Development of central and bordering streets as landscaped corridors. Examples of design features include angle parking, mid-block crosswalks, street furniture, tree planting and complementary building facades.
3. Use of recirculating bodies of water and fountains as landscape features.
4. Off-street parking to satisfy the need for all-day static parking of owners, managers and employees of downtown businesses and public service activities, in order to release on-street and off-street spaces to businesses for customers.
5. Encouragement of above ground floor residential use in support of the CBD as a major activity center during evenings.
6. Encouragement of business and medically-related office development at the periphery rather than at the core of the CBD.

Buildout of the CBD will have to be accomplished gradually in response to the extent of population and residential growth of the community. As a consequence, significant acreage will have to remain undeveloped until the market for eventual full commercial development progressively expands. While permanent development for other than CBD purposes is not permitted, some temporary use of this acreage would be possible if made to complement nearby permanent development. Zoning consistency with the CBD designation is provided by the CC - Central Commercial zoning district provisions of the Zoning Ordinance, or by any applicable Specific Plan adopted by the City. Planned Development approaches to development of the CBD are encouraged by provisions of the Zoning Ordinance. Similar incentives are encouraged through the Specific Plan process. The key here is that as a matter of policy, the General Plan recognizes and encourages innovation in the selection of uses and in the design of commercial blocks that eventually will comprise the CBD.

Community Commercial Centers

<i>Building Density:</i>	<i>Generally 1-2 stories</i>
<i>Land Use Intensity:</i>	<i>Up to 35% site area coverage⁷</i>

Community Commercial centers are located on the east side of the Lathrop Road and Louise Avenue interchanges with I-5, and along Harlan Road north of Louise Avenue. These properties are expected to develop primarily as shopping centers as the City's population grows, and most likely before significant commercial development occurs within the Central Business District in SPA #2. Community Commercial shopping centers are intended to provide the full range of retail goods that may be required by the population of the community and surrounding area, limited only by factors of market competition from similar centers in nearby communities.

⁷ This much lower percentage of coverage than that prescribed for the CBD reflects the 1-story character of building and off-street parking area that is characteristic of community shopping centers.

Office Centers

Building Intensity:	<i>Generally 1-2 stories</i>
Land Use Intensity:	<i>Up to 90% site area coverage within or adjacent to CBD; up to 65% at other locations.</i>

The separate designation for Offices is intended to recognize large-scale office complexes as distinct centers of business activity in close relation to the CBD, including so-called "regional" offices which serve as headquarters for large-scale business operations that are regional, statewide or national in their service characteristics. As a practical matter, office centers become part of the CBD when ground floor space is devoted largely to retail use. Office centers are encouraged between the Stanford Blvd. expressway and I-5 between the Lathrop Road and Louise Avenue interchanges. Smaller centers are proposed along Lathrop Road and Harlan Road east of I-5.

Village and Neighborhood Commercial Centers

Building Intensity:	<i>Generally 1 story</i>
Land Use Intensity:	<i>Up to 35% site area coverage</i>

The Village Center is broader in concept as compared to the more traditional "neighborhood" shopping center. It is larger (15-30+ acres in area) and provides for a much wider selection of professional and household services, and public and semi-public services needed by residents of the surrounding neighborhood(s) which comprise the Village. A retail shopping center of 8-10 acres would be a major component of the Village Center, providing mostly for the sale of convenience goods and personal services. A large supermarket and discount drugs would serve as major tenants once sufficient trade area population exists. Other tenants might include the small variety store, grocery, deli, bakery goods, liquor, video shop, ice cream shop, restaurants, coffee shops, laundry and dry-cleaner, barber, beauty salon, body building, exercise and diet centers, small appliance repair and similar convenience sales and service activities. Public and semi-public uses might include a library, senior center, private education, clinics, day care, convalescent homes, lodges, and churches and similar uses. The Neighborhood Centers (all located east of I-5) would be limited mostly to convenience stores and personal services.

A single Village Centers is proposed in connection with the three residential villages designated for SPA #2 because of the proximity of Community Commercial areas which can also be expected to include convenience stores. Existing smaller Neighborhood Centers are shown north at Lathrop Road/5th Street, along Seventh Street, and at Louise Avenue intersections with Cambridge Drive and Seventh Street.

Service Commercial Centers

Building Density:	<i>Will vary by types of service commercial use, but generally 1-3 stories</i>
Building Intensity:	<i>Up to 65% site area coverage</i>

Service Commercial centers are shown on the General Plan Diagram in proximity to points of freeway access and industrial development. Service centers for large land users would be located primarily north of Roth Road and along Yosemite and McKinley Avenues south of Yosemite in S-P Area #1, and along the freeway south of the Louise Avenue interchange in Area #2. Examples of large land users include building materials supply, lumber yard and planing mill, warehousing and distribution for wholesale trade,

contractors, open yards for equipment storage, furniture storage, corporation yards and utility yards. Many of these types of service commercial activities will provide services to other businesses and to industry.

The smaller centers located along the Louise Avenue corridor at McKinley Avenue are intended primarily for lower intensity service operations which cater mostly to the needs of residential households. A wide range of service activities meets these criterion, including rug cleaning and supply, nurseries and garden supply, landscape contracting, building contracting (painting, electrical, plumbing, air conditioning, irrigation, cabinets, etc.), car washing, auto repair, upholstery, canvass and glass shops, mini-storage and RV storage.

Freeway Commercial

Building Density: *Generally 1-2 stories*

Building Intensity: *Up to 60% site area coverage*

This classification of commercial activity is somewhat of a hybrid in that it caters to uses which serve the regional market for specialized sales and service activities as well as uses which cater more strictly to the needs of the highway traveler. Specialized activities might include factory store centers, discount centers for home furniture, appliances, home improvement and sports, and commercial recreation centers for activities such as bowling, skating, tennis, racquetball, water-oriented amusements and miniature golf.

Uses which cater to the highway traveler include motels, restaurants, auto and truck sales and service, fuel stations, auto repair, RV sales and service, boat sales and service, sports equipment, bank service, truck stops and terminals, bus stops, technical and business related facilities and schools, and facilities for overnight camping and RV parking.

Waterfront Resort Commercial

Building Density: *Generally 1-2 stories*

Building Intensity: *Up to 60% site area coverage*

Waterfront Resort Commercial caters to water-oriented recreation activities afforded by access to the San Joaquin River or to nearby artificially created lakes within the southern part of Sub-Plan Area #1. Examples include fishing, swimming, water skiing, power boating, small boat racing, sailing, and house boating. These centers would include marina and boat launching facilities, lodging, restaurants and small shops to provide clothing, equipment and sundries that relate to a water recreation experience.

Regional Commercial

Building Density: *Generally multi-story*

Building Intensity: *Up to 35% site area coverage*

The "Regional Commercial" designation is intended to include the large-scale regional shopping center with multiple department store tenancy, and which may involve 40-100 acres in area depending on the population served. For Lathrop, the potential for such a regional center depends on serving the regional population within the Stockton-Manteca-Lathrop-Tracy corridor, and including smaller cities and unincorporated communities and rural areas of south-central San Joaquin County.

Several sites offer potential for the Regional Commercial center. They include lands within SPA #2 along the west side of I-5 between the Louise Avenue and Lathrop interchanges, and lands within SPA #1 south of the Yosemite Avenue interchange. A third alternative is discussed separately for SPA #3 in a following sub-section.

Flexibility in Commercial Development

Proposals for the classifications of retail activity described above are to some extent to be considered as offering flexibility for ingenuity and innovation in the selection, promotion, design and development of commercial uses and areas. This is especially true of the Freeway Commercial and Service Commercial categories, of the Office and Community Commercial (CBD) categories and of the Service Commercial category. Within the Village Commercial category, the list of permitted and conditional uses of the Zoning Ordinance need to be sufficiently broad to accommodate the full range of retail, personal service, professional office, public and semi-public and other uses envisioned. Hard and fast limitations on the selection and mixing of uses that has dominated zoning practice for most of the 20th Century is discouraged in favor of a Planned Development and/or Specific Plan process which permits flexibility if operational and aesthetic conflicts among uses are avoided in the development process through excellence in site and building design and functional arrangement among uses.

Development Standards for Commercial Areas

The following development standards apply within commercial areas:

1. The visual interface between commercial and residential areas shall be designed and developed so as to avoid obtrusive visual impacts of commercial activities on nearby residential areas.
2. All outdoor storage areas shall be visually screened with ornamental fencing or walls, and landscaping.
3. Shade trees shall be provided within off-street parking areas as determined under site plan review. Generally, the standard shall be a ratio of one tree per five lineal parking spaces, placed along the line between parking bays and with trees at both ends of a line of parking spaces.
4. Street trees and frontage landscaping, with automatic irrigation, shall be provided for all commercial sites outside of the CBD, and may be required by the City within the CBD.
5. The use of drought tolerant plant materials is to be encouraged.

INDUSTRIAL LAND USE POLICIES AND PROPOSALS

Industrial development is provided for only within Sub-Plan Area #1. Given the potential of the greater Lathrop Planning Area for attracting job-creating enterprises having a regional market orientation, industrial land use policies and proposals are intended to match and exceed housing expansion to where the City's economic base is more than equal to the task of supporting such housing.

Industrial Development Policies

Policies in support of the industrial land use designations shown on the General Plan Diagram include the following:

1. Areas designated for industrial use are intended to take advantage of rail and freeway access.
2. Areas designated for industrial use are to assure that there will be sufficient long-term availability of industrial land to expand the City's economic base and capability for meeting the on-going costs of public services required by the community. A slow pace of industrial development is not to be construed alone as justification for designating industrial land areas for another type of urban use unless such use would be of a regional commercial character.
3. Industrial proposals should be located where possible within an industrial park designed for the accommodation of a community of industries that are compatible in terms of operational characteristics, aesthetic qualities, utility service requirements and street circulation.
4. Industries are to be developed and operated in such manner as to avoid damage, destruction or degradation of the environment.

Industrial Proposals

Building Density:

1-4 stories in height

Building Intensity:

Up to 90% site area coverage, excluding off-street parking and loading

Limited Industrial:

Limited Industrial use is proposed primarily within the corridor formed by the Southern Pacific and Union Pacific Railroads extending from north of Roth Road to south of Yosemite Avenue. The term "limited" implies the accommodation of industrial operations which are relatively low in intensity of operations, clean in character of appearance and operation and which generally require modest sites of 5-20 acres.

General Industrial:

General Industrial use is proposed within the Crossroads Industrial Park bordered by Louise Avenue, Interstate 5 and the Southern Pacific Railroad, and in the corridor formed by the S.P. Railroad and McKinley Avenue between Louise Avenue and State Route 120. These areas provide opportunities for large-scale industries requiring substantial acreage, with access to rail and freeway facilities. The term "general" implies industrial operations which are relatively high in intensity of operation and which may require special conditions such as noise attenuation equipment or emission control equipment to mitigate potential adverse impacts.

Flexibility of Selection within Limited and General Industrial Categories

Sufficient similarities between Limited and General Industrial categories exist that the two categories should not be considered mutually exclusive. Except for site area requirements, many types of both large and small industries have operations which generate similar densities of labor, materials consumption, product distribution and traffic. It is also common to find as high a quality of design and appearance in

a large industry as in a small one. Moreover, small and large industries which have economic ties often require location in close proximity to each other. Thus, it is important that a reasonable level of flexibility be introduced when the City reviews the selection of industries proposed within the Limited and General Industrial categories.

Industrial Development Standards

Because of often prominent visibility, industrial sites should be subject to the same standards for visual screening with ornamental walls, screen fencing and landscaping and street trees, frontage landscaping and parking lot landscaping as provided for commercial areas, above. Architectural design standards are to be provided as deed restrictions within industrial parks.

PUBLIC, SEMI-PUBLIC AND PRIVATE INSTITUTIONAL FACILITIES

This broad category of land use includes park and recreation areas, public schools, government offices and utility service yards, drainage basins, hospitals, churches and religious institutions.

Park and Recreation Areas

Park and recreation areas are shown on the General Plan Diagram and are described as part of the Resource Management Element in Part V.

School Sites

All existing school sites are to be retained for the purpose. One or more high school sites may be needed in proximity to the residential villages to be served in SPA #2, with access from elements of the Expressway or Arterial street systems. A general location is denoted on the General Plan Diagram by the "HS" symbol. A stadium facility may be needed to meet major athletic and team sport requirements of the high schools at a location where night lighting and crowd noise will not adversely affect residential environments. Several options exist within the industrial corridors described above.

New elementary school sites are shown by the "ES" symbol in conjunction with neighborhood parks within each of the residential villages shown in SPA #2. A site is also shown east of Harlan Road and north of Lathrop Acres in SPA #1. A symbol is intended to denote one or more sites in a given area, depending on specific requirements to be determined during the Specific Plan stage of development approval.

School sites should be interconnected by recreation corridors that encourage pedestrian and bicycle use with a minimum of conflict with the street system. These locations are to be considered somewhat flexible because of the complexities involved in planning for new school facilities under State supervision. However, as developers create Village residential proposals, planning and design should provide for the integration of school and park sites and recreation corridors.

City & County Government Office Facilities

City government administrative offices would remain at their present locations until such time as a new City Hall complex is required and rearrangement of space allocations may be necessary. Current City Hall facilities should meet the needs of the City until the year 2000 or thereafter, when the City reaches a

permanent population of about 20,000. A new facility will not be needed before that time unless current leased space becomes unavailable. A new facility is envisioned along the Lathrop Road corridor either within or immediately adjacent to the CBD. The site should be large enough (10-15 acres) so that the site will have a useful life equal to that of the buildings it will accommodate, including branch offices of County government (e.g., library, court and social services).

Four to five new fire stations are proposed in proximity to Village Centers and major commercial and industrial areas. The City will eventually require a Corporation Yard for the storage and maintenance of service vehicles and equipment. A variety of suitable locations will be available for consideration within most of the Service Commercial or Industrial areas shown on the Plan Diagram.

Medical and Other Health Care Facilities

Medical and health care facilities that may be required should be located within stable environments, and where emergency access from the freeway and the entire community is available via the City's Expressway and Arterial street systems. Medical and medically related offices, hospitals, clinics, laboratories, and rehabilitation, convalescent and nursing centers should be in close proximity to each other wherever possible. A hospital site and site for medically related offices and other uses is shown on the Plan Diagram along the Stanford Boulevard expressway west of Interstate 5 between the Lathrop Road and Louise Avenue interchanges. Offices for various types of medical and dental practice would also be appropriate within Village Centers.

Churches and Other Religious Facilities

Churches and other religious facilities should be located along elements of the Arterial and Collector street system to assure convenient access from residential neighborhoods and an environment compatible with religious service functions. While some churches may be located within or adjacent to Village Centers, the need for church sites at other locations should also be considered during the process of reviewing development proposals.

CONSERVATION AND OPEN SPACE COMPONENTS OF THE LAND USE ELEMENT

State Law requires that the Land Use Element of the General Plan provide also for "...the proposed general distribution and general location and extent of the uses of the land for ... agriculture, natural resources, recreation and enjoyment of scenic beauty..." and "...solid and liquid waste disposal facilities." Areas subject to flooding must also be identified as part of the Land Use Element. In this regard, only lands within the Stewart Tract are within the 100 year flood plain.

Policies and proposals dealing with these categories of land use are described in appropriate detail within Section D of Part IV and within Part V of this document.

LANDS WEST OF THE SAN JOAQUIN RIVER IN SUB-PLAN AREA #3 - GOLD RUSH CITY

**9-E & F
9-H
16-A**

GENERAL DESCRIPTION

Gold Rush City will be a master planned community integrating an historical theme park, recreation-oriented residential villages, activity centers, vacation resorts, sports facilities, recreation-oriented commercial enterprises and regional commercial centers. The Gold Rush City theme park is proposed to be a full scale, single-priced theme park based on San Francisco circa 1850 and the Gold Rush era. Several individual sub-themes are to be developed, providing a wide range of entertainment opportunities for the entire family.

Supporting the theme parks will be secondary attractions such as a water park. Other recreational facilities will include hotels, lodgings, sports centers, ranches and camping facilities. Resorts will offer a range of accommodations, from first class, high quality hotel suites and time-share condominiums, to family hostelleries and RV camp grounds. Sporting facilities will include horseback riding, cycling, swimming, golf and tennis. Development will take advantage of the proximity of the site to the San Joaquin Delta by offering boating, water skiing, canoeing, fishing, wildlife excursions and other water-related activities. A sports stadium, convention center and equestrian center is planned to provide a variety of entertainment and vacation activities. Because of the depth and variety of activity, it is anticipated that the average length of stay of visitors to Gold Rush City will be three days.

Commercial development is planned for all components of Gold Rush City. Resorts and commercial recreation and entertainment facilities will provide employment opportunities for residents of the Lathrop area. Village commercial uses will be developed where appropriate to minimize traffic and to encourage pedestrian access. A portion of the Stewart Tract will be developed as a business park, designed to accommodate different forms of transportation.

Given the anticipated activities and length of stay, a strong recreational residential element will complement the resorts and theme parks. A variety of recreation-oriented housing types are proposed, including retirement homes, time share single-family units and condominiums, and second homes, to be integrated into a total recreation environment to enlarge and create opportunities for a vacation experience. Following the Village concept of residential development established for SPA #2 east of the San Joaquin River, the full range of recreation-residential use will be integrated by careful landscape architectural and architectural design. Since the goal of Gold Rush City is to provide an unique recreation experience for the family and the individual, parks, championship golf courses, landscaped open space corridors and natural preserves will be provided.

RESIDENTIAL LAND USE POLICIES AND PROPOSALS

Housing and Population Density Standards

Housing and population density standards for the Gold Rush City complex are essentially intended to be the same as for Sub-Plan Areas #1 and #2, including policies on determining the maximum number of housing units per net acre. Because of the commercial nature of the housing market to be served, policies pertaining to density bonuses in SPA's #1 and #2 are not applicable for Gold Rush City. Other differences will be in the transient character of the resort housing occupancies in Gold Rush City as

compared to the more permanent occupancies of residences in Areas #1 and #2, and the greater density of units per acre to be allowed in a motel/hotel/resort situation. In any event, as a commercial use, motel/hotel/resort residency would be governed by regulations of a Specific Plan rather than by residential density standards of the General plan.

Areas proposed for Residential Development in Gold Rush City could be located along the San Joaquin River as a visual and noise buffer between more intensive commercial development to the west and Low Density residential along the River in Sub-Plan Area #2. They would also be located in the western part of the Stewart Tract in proximity to golf course and other open space amenities . The Low Density housing environment will be given specific physical dimension as part of the Specific Plan for Gold Rush City.

Areas proposed for Medium and High Density in Sub-Plan Area #3 are not designated on the General Plan Diagram only because of the need to integrate such resort- and theme park-oriented transient housing to more specific proposals for commercial recreation activity centers as part of a Specific Plan for all of Gold Rush City.

Development Standards for Recreation Residential Areas

Development standards for recreation residential areas shall be presented as part of the Specific Plan for Gold Rush City (and to similar areas that may be created between the Union Pacific Railroad and the San Joaquin River at the southeasterly end of the Stewart Tract). Standards shall be devised which address all major components of development, operation and maintenance, including site planning, architectural design, utility services, the design of parks, recreation areas and other open space amenities, streets, street furniture, modes of transportation including transit, and the maintenance of building and site areas. Development standards shall be written as recorded deed restrictions which run with the land. In addition, the developer shall provide an organizational framework that will be capable of consistent application to the development process and to the maintenance and operation of developed areas.

COMMERCIAL LAND USE POLICIES AND PROPOSALS

Commercial Land Use Categories

The commercial land use categories for Gold Rush City overlap slightly those for Sub-Plan Areas #1 and #2, including Waterfront Resort Commercial and Regional Commercial. The differences in categories reflect the uniqueness, intensity and variety of recreation-oriented commercial attractions and support facilities proposed. The range of categories selected includes the following:

- Village Commercial
- Waterfront Commercial
- Regional Commercial
- Recreation Commercial
- Wildlife Parks/Botanical Gardens

Descriptions of the Village Commercial, Waterfront Commercial and Regional Commercial categories are essentially the same as those described for SPA's #1 and #2, and therefore do not require repetition here. Additional comment is provided below only where significant differences may occur in applying the

categories to Gold Rush City. The Recreation Commercial and Wildlife Park categories are both broadly based, as described below.

Recreation Commercial

This category involves theme parks, entertainment, participatory activities, spectator events, and commercial lodging. Taken together, this category embraces a wide variety of uses which reflect the dynamic character of the market for commercial recreation and entertainment related activities. This suggests that some initial uses may eventually change and that some entirely new uses may emerge even before some of the current proposals are carried out. Evidence of evolutionary change in theme park attractions is provided by well established theme parks in the United States. In the case of Gold Rush City, change may be substantial among most categories of use over the years.

Unless otherwise indicated, all of the uses which comprise the Recreation Commercial designation are to reflect the following building density and intensity standards:

Building Density: *Will vary from single story to multi-story towers and specialized structures.*

Building Intensity: *Up to 90% site area coverage, excluding off-street parking*

Theme Park: A theme park caters to family experiences and amusements within a specially created environment and atmosphere. The central focus of the Gold Rush City proposal is for a single-priced theme park patterned after San Francisco during the 1850-1875 era. Separate sub-themes would also be featured.

Entertainment Commercial: This category typically would involve the performing arts, nightclub dining and dancing, celebrity shows and revues, movies and dinner theater.

Sports Activities and Events: This category responds to urban/metropolitan leisure demand, involving participatory sports activities and spectator events. Participatory activities might involve golf courses (executive and 18-hole championship), racquet sports, roller and ice skating rinks, bowling centers, water parks and similar activities. Spectator activities may include amateur and professional team sports and special commemorative and other public events.

Lodging Commercial: This category includes all forms of commercial lodging facilities other than those covered by the Recreation Residential category, including hotels, motels, inns, lodges, bed and breakfast and overnight facilities for motor homes and campers. These types of commercial lodging would also have such support facilities as specialty sales, sporting goods, convenience goods, and personal and financial services that are typical of major resorts.

Wildlife Parks and Botanical Gardens

Wildlife Parks/Botanical Gardens: This category might include natural and planted vegetation as the habitat for a variety of birds and animals to be viewed and enjoyed in a near-native state. Trees, shrubs, vines, grasses and other plants would be identified by their botanical classifications. In time, a true nature study environment would be created. This category would also include wildlife management areas quite apart from areas of public activity which are created and managed as wildlife habitat in addition to existing habitat that is to be preserved. An example would be the need for a large retention basin for the

disposition of surface drainage and highly treated wastewater during seasons when temperature and humidity do not allow significant evaporation. Such a basin and adjacent lands would be designed, planted and managed for a variety of waterfowl, wildfowl and small mammals.

Waterfront/Resort Commercial

This category is identical to that prescribed for Sub-Plan Areas #1 and #2. The only differences will be the greater scale and extent of development (including multi-story) that can be expected in Gold Rush City over that in the other sub-plan areas. Development will need to be sensitive to avoiding unreasonable impacts on the privacy and view-sheds of single-family homes that may develop east of the San Joaquin River through architectural and site plan review of multi-story structures.

Regional Commercial

This category includes the regional shopping center potential provided for interchange-related sites in the other sub-plan areas, and also includes the business park and regional office park as examples of other region-serving commercial activities that may be provided. Business park tenancy might include a variety of warehousing, supply and repair services needed for theme park operations and maintenance. Building Density and Intensity standards would be the same as those specified for Recreation Commercial.

Major Traffic-Intensity Commercial Concentrations

Commercial recreation and entertainment attractions which typically will generate the greatest volumes of traffic are to be concentrated in close proximity to the transit and expressway facilities necessary to provide access to Gold Rush City from the freeway system and S.P. Railroad. Key transportation facilities in this regard are: 1) the extension of the Louise Avenue expressway from the northeast onto the Stewart Tract; 2) the extension of the Stanford Boulevard expressway southwesterly from SPA #2 across the San Joaquin River onto the Stewart Tract in close relationship to the alignment of the Southern Pacific Railroad.

Flexibility in Commercial Development

As suggested previously, the concept of flexibility in the selection of uses to be included in the various commercial recreation attractions becomes a central policy of overriding importance. Similarly, it is an important policy that the location of uses be considered flexible within the general limits of access described under the topic "Commercial Concentrations", above. This degree of flexibility is needed as the market feasibility of use selections becomes better understood and as the most promising physical relationship among uses can be identified. To a lesser but still important extent, flexibility will also be important in the selection and distribution of resort, commercial lodging and recreation residential proposals of the Plan.

PUBLIC, SEMI-PUBLIC AND PRIVATE INSTITUTIONAL FACILITIES

The possible need for public, semi-public and private institutional facilities shall be determined at the time of Specific Plan preparation, including schools, park and recreation areas, government offices, medical and health care facilities, private clubs and lodges, and churches and other religious institutions

Flexibility in Development Phasing

Within the context of flexibility described above, development priorities for the Gold Rush Growth Center seek to maximize the opportunity for success while allowing for uncertainties in the market for developing large-scale commercial recreation attractions over time. The key policy in this regard calls for development of the theme park as part of the first phase of development. Related policies include the following:

1. Phase 1 development is to focus on major commercial recreation attractions in close proximity to the proposed expressways providing access to Gold Rush City. A clear intent is to relate development to an assured capability of access, including transit access, without adverse impacts on the environment. Development of adequate circulation will be a major component of the Specific Plan prepared for Gold Rush City.
2. Phase 1 development will be conditioned on the availability of permanent supplies of domestic water to adequately serve Phase 1, and capability for reuse of treated wastewater for irrigation and other appropriate purposes consistent with applicable regional water quality control standards.
3. All development phasing shall be undertaken to avoid the premature conversion of agricultural land to urban use, and to avoid conflicts with existing farming operations.
4. All development phasing shall provide for the appropriate extension of infrastructure to the boundaries of the next phase, and for the development and maintenance of open space corridors.

While final decisions on the extent of development to be included in initial and subsequent phases of development will be determined in large part by factors of market feasibility, Table IV-2 indicates a possible program of phasing in consideration of studies of market feasibility developed by Economic Research Associates (ERA) for the Gold Rush City development group. The economic impacts of the project suggested by this phasing will be very significant to Lathrop and other cities of the region. During the anticipated 20+ year period of project construction, several thousand temporary construction jobs will be created.

The initial theme park investment is estimated at \$150 million; investment in supportive facilities will be in the range of \$1 to \$2 billion. At buildout, it is conservatively estimated that Gold Rush City will create in excess of 7,000 jobs. ERA estimates that the Gold Rush City would, on its own, experience annual sales in the range of \$ 600 million to \$1.2 billion. This would generate sales tax revenue in the range of \$6 million to \$12 million. Annual property tax revenues from Gold Rush City and development in surrounding communities could approach \$17.9 million. Occupancy and inventory taxes are estimated at another \$1.2 million and \$1.5 million, respectively. Overall, Gold Rush City and its support activities could result in collective annual revenues for local jurisdictions in the order of \$30 million to \$36 million.

SPECIAL CONSIDERATIONS

USE OF SPECIFIC PLANS IN GENERAL PLAN IMPLEMENTATION

Because of the degrees of flexibility to be accorded development within SPA's #2 and #3, The Specific Plan is intended to be the primary instrument of General Plan implementation.⁸ A Specific Plan shall be prepared for all of Gold Rush City, and several integrated Specific Plans shall be provided to eventually cover all of SPA #2. The Specific Plan shall fulfill the interpretive and illustrative functions described in Part II of this report. In addition, the Specific Plan shall provide a set of development regulations to be applied, in whole or part, in lieu of or in addition to provisions of the City's Zoning Ordinance. The Specific Plan shall also set forth the standards of architectural design, site planning, landscaping, signage and exterior building and site maintenance to be applied and administered. [Note: see Part VII for further discussion of the Specific Plan.]

OTHER LAND USE PROPOSALS EXAMINED

While several "sketch plans" were prepared for the entire Lathrop planning area prior to the selection of land use proposals depicted on the General Plan Diagram, the final configuration of land uses in SPA's #2 and #3 will be the subject of subsequent Specific Plans. Initial proposals were based on very long range assumptions of development potential beyond the 20 year perspective now reflected by the General Plan. Those initial proposals were modified because of factors concerned with transportation, circulation and traffic, infrastructure development costs, and environmental impact. These factors are summarized below because of their importance to the study of environmental impacts and the need for mitigation measures that have been made a part of Gold Rush City proposals as presented in this General Plan document.

Transportation, Circulation and Traffic Considerations

1. The magnitude and complexity of urbanization anticipated by the General Plan over the next 20 years requires that transportation and circulation requirements be satisfied in significant part by external and internal modes of transit and the concurrent need to reduce dependence on the automobile. [See transit proposals in Section B of Part IV].
2. The location of the Lathrop Planning Area alongside Interstate and State freeway facilities requires a vehicle circulation system that avoids use of the freeway system as a means of moving traffic among points in the Lathrop urban area, and which preserves potential for through traffic increases along freeway sections well into the future.
3. The high traffic generation characteristics of Gold Rush City require that tourists and patrons be moved among major centers from central parking facilities, especially during the peak summer season and during peak weekends of other seasons of the year.
4. The land use pattern for Gold Rush City requires the concentration of commercial areas in close proximity to transit stations and expressway access from the freeway system.

⁸ The term "Specific Plan" shall be consistent with the meaning and content of a Specific Plan as prescribed under Article 8, Chapter 3, Division I, Title 7 of the California Planning and Zoning Law.

Infrastructure Development Costs

By the general location of the theme park as shown on the General Plan Diagram, excessive costs will be avoided in extending streets and utilities to the site. The land use configuration also avoids the potential for adverse cumulative impact on existing agriculture in the northwestern half of the Stewart Tract in the event that major components of commercial recreation and commercial residential development proposals prove to be infeasible after the theme park is developed.

Environmental Concerns

The more important environmental concerns posed by the original plan included the following:

1. The potential for freeway traffic congestion and the need for a transit mode (covered above).
2. A requirement to place the wastewater treatment plant and basic disposal ponds at a high elevation and therefore a prominent location on the Stewart Tract.
3. A need to set aside substantial acreage for winter storage of treated wastewater [if disposal ponds are to be located on the Stewart Tract].
4. A need to increase the size of open space areas that can be used for wildlife habitat enhancement.
5. The need to avoid any development within the Paradise Cut flood plain except wildlife parks and similar uses that will not reduce the amount of land available for containing flood waters.
6. The need for development phasing that will maintain the integrity of agricultural operations on lands that are not slated for early conversion to urban use.

These environmental limitations as posed by the original sketch plan for the Stewart Tract are met and/or avoided by proposals shown on the General Plan Diagram and as described in the General Plan text.

SUMMARY OF GENERAL PLAN DESIGNATIONS

Table IV-3 at the end of this section provides a summary of all General Plan land use designations, together with building intensity standards.

TABLE IV-2
ILLUSTRATIVE DEVELOPMENT PHASING FOR GOLD RUSH CITY

General Plan Land Use Designation	Land Use	1st 5 Years Phase I	2nd 5 Yrs II	2nd 10 Yrs III	Total	Percent
Recreation Commercial - RC	Theme Park	120 ac	40 ac	40 ac	200 ac	4.02%
Waterfront Commercial - WFC	Marina	20	15	15	50	1.00
RC	Water Park		30		30	0.60
RC	Wildlife Park		275	165	440	8.84
RC	Hotels	250	70	77	397	7.97
RC	Motels	120	40	17	177	3.55
RC	RV/Campground	50	75	76	201	4.04
RC	Equestrian Center		43		43	0.86
RC	Stadium; Convention Center		53	27	80	1.60
Open Space - OS	Golf Course	160	160		320	6.43
Recreation Residential - RecR	Recreation Homes	210	192	203	605	12.15
RecR	Retirement Homes	129	125	145	399	8.01
RecR	Second Homes	80	80	80	240	4.82
RecR	Timeshare Condo	150	171	213	534	10.73
RC	Village/Regional Commercial	192	25	50	267	5.36
RC	Cultural Center		40	20	60	1.21
OS/Public Facilities	Park/Wastewater Treatment	343	343	250	936	18.80
TOTALS		1,779	1,802	1,378	4,979	100.00

TABLE IV-2.5
SUMMARY OF GENERAL PLAN DESIGNATIONS

Residential Designation	Units /Acre ¹	Persons /Acre ²	Percent Coverage	Typical Zoning
Low Density (LD)	1 - 7	1 - 22	20 - 40%	R-1-6, Single Family Residential
Recreation Resid.(RR)	1 - 15	1 - 38	10%	PD - Planned Development
Medium Density (MD)	8 - 15	20 - 38	60%	R-M-3, Two Family Residential
High Density (HD) ³	16 - 25	32 - 50	70%	R-M-2 & 1.5 Multi-Family Residen.

- Notes:
1. All figures are maximum limits except that low HD figure is also the minimum limit.
 2. Population per acre based on an average of 3.2 persons/housing unit in LD, 2.5 persons/hh in MD and 2.0 persons/hh in HD.
 3. In Planning Area 3 high-rise multi-family units will require positive foundation analysis.

Non-Residential Designations	Height in Stories	Percent Coverage ¹	Typical Zoning District
Neighborhood Commercial (NC)	1 - 2	35%	NC, Neighborhood/Village
Village Center (VC)	1 - 2	35%	VC, Village Commercial
Office in CBD	See CBD	See CBD	O, Office
Office out of CBD	1 - 3	65%	O, Office
Community Commercial (CC)	1 - 2	35%	CC, Central Commercial
Central Business District (CBD)	1 - 3	90%	SC, Service Commercial
Service Commercial (SC)	1 - 2	65%	FC, Freeway Commercial
Regional Commercial (RC)	1 - 5	35%	RC, Regional Commercial
Freeway Commercial (FC)	1 - 2	60%	Requires Specific Plan
Recreation Commercial (RC)	Multi ²	90%	Requires Specific Plan
Waterfront Commercial (WFC)	Multi	90%	Requires Specific Plan
Limited Industrial (LI)	1 - 4	90%	LI, Limited Industrial
General Industrial (GI)			GI, General Industrial

- Notes:
1. Percent coverage includes only building area, and excludes parking, loading, outdoor storage/utility and landscaped areas. For multi-story structures allowed high percentages of coverage, parking may be included under the building or on a separate site.
 2. Height restrictions will be based on overall design of the theme park and as specified in the Specific Plan.

SECTION B - TRANSPORTATION & CIRCULATION

INTRODUCTION

The Transportation & Circulation component of the Community Development Element includes state highways, expressways, arterial and collector streets, minor streets, pedestrian ways, alleys, bicycle routes, railroad service, local and regional transit and regional air transport. Requirements for these facilities are based on the land use proposals described in Section IV-A, and as shown on the General Plan Diagram. Traffic projections are based on the transportation model being utilized by the San Joaquin County Council of Governments, and take into account projected regional demands of through traffic on the freeway system as well as demands generated by the projected pattern of land use for Lathrop.

Circulation facilities within the community are a function of land use in that they exist to move people and goods among the centers of various land use in (and outside) the community. In addition, the extent of use imposed by such centers of activity on any circulation facility is a product of the collective demand of land use to be served. It therefore follows that close correlation with the Land Use Element has been established as a pre-requisite to the planning of circulation facilities. Of special importance is assurance that adequate capacity and safety will exist for each of the circulation components at such time as they will be needed over the 20 year planning period to 2012.

THE REGIONAL SETTING

The combination of freeway, rail, air and local street and road systems within south-central San Joaquin County provides an unusually good transportation network as a basis for accommodating urbanization in the Lathrop area. The most important facilities having regional impact are the interstate highways I-5 and 205, State Route 120, State Route 99, the transcontinental lines of the Southern Pacific and Union Pacific Railroads and the Stockton Metropolitan Airport. These facilities converge at or near the Lathrop planning area, linking the community with other regions of the State and the Nation. They place Lathrop "on line" for interregional and interstate air, rail, truck and automobile traffic, and, as a consequence, enhance the economic opportunities of the community.

FUNCTIONAL CLASSIFICATION OF HIGHWAYS AND STREETS

The functional classification of highways and streets shown on the General Plan Diagram includes Freeway, Boulevard Expressway, Arterial, and Collector streets, along with Minor streets which are not shown on the Plan Diagram. Since traffic generation is a function of land use, two different sections of the same street may require different standards of design and improvement because of different levels of projected traffic, even though the street is classified for the same function(s) throughout its entire length.

Freeways

Interstate 5 (I-5) is part of the national system of Interstate and Defense Highways, extending from British Columbia to the Mexican border. It is the most important component of the Interstate system for north-south interregional and interstate travel. Locally, it connects with Interstate 205 along the southern boundary of the Lathrop planning area, providing a direct link with the San Francisco Bay Area. I-5 is developed to 6-lanes through the planning area, with a potential for 8-lanes plus an auxiliary lane in each direction. Access to I-5 is provided by interchanges at Roth Road, Lathrop Road and Louise Avenue.

Interstate 205 (I-205) and its connection with I-580 west of Tracy provides the only east-west interstate freeway linkage between the Central Valley and the California Coast between the Los Angeles basin and Interstate 80 at Sacramento. It is developed with four lanes to its connection with I-580 west of Tracy and is being considered by Caltrans for widening to six lanes in the next 5-10 years.

State Route 120 along the southern part of Sub-Plan Area #1 connects Lathrop with the Sierra foothill communities and mountain recreation areas to the east. It provides vital freeway linkage between communities along Route 99 south of Manteca through the San Joaquin Valley, and with the S.F. Bay Area via Interstate 205 at Lathrop and I-580 west of Tracy. Developed initially as a three-lane freeway, SR 120 is scheduled for expansion to four lanes from the Yosemite Avenue interchange to Route 99 by 1996 or earlier.

Route 99 four miles east of Lathrop is part of the State's freeway system and is developed to full freeway standards with an interchange at Lathrop Road and a freeway-to-freeway connection with SR 120. Until construction of I-5 in the 1970's, Route 99 was the only north-south freeway serving the Central Valley.

Boulevard Expressways and Arterial Streets

Expressways and arterial streets form the principal network for cross-town traffic flow within the community and connect areas of major traffic generation. They also provide connections to the City of Manteca just east of Lathrop and with important elements of the County Road system, such as Airport Way. Airport Way, located one mile east of Lathrop, is a north-south County Arterial connecting with the City of Stockton on the north and Route 120 at Manteca on the south, and provides a direct connection with the Stockton Metropolitan Airport.

Expressways and Arterial streets shown on the General Plan Diagram are intended to provide a high level of traffic service by the number of traffic lanes provided and wide spacing of intersections with other through streets. Generally, expressways do not allow direct access to abutting properties. Arterial streets may control access to abutting property by requiring back-on development (with ornamental walls or fencing and landscaping), by the spacing of intersecting streets and by limiting driveway connections. Arterial streets also provide for the collection and distribution of traffic to and from Collector streets which provide internal access to residential, commercial and industrial areas.

Collector Streets

Collector streets provide for traffic movement between Arterial and Minor streets and for traffic movement within major activity centers. They also provide direct access to abutting properties.

Minor Streets

Minor streets provide for direct access to abutting properties and for very localized traffic movements within residential, commercial and industrial areas. Under ideal conditions of street design, they are of short length and do not allow for through traffic.

Alleys

Alleys are intended to provide secondary access to abutting properties and to accommodate utility lines and refuse disposal services. They are most often located to the rear of properties and occasionally

provide side access to parcels. Alleys exist only in the 14 block older residential area between 5th and 7th Streets south of Roth Rd. to O Street.

POLICIES AND PROPOSALS FOR INTERSTATE AND STATE ROUTE FREEWAYS SERVING THE LATHROP AREA

I-5, I-205, SR 120 and SR 99 are all experiencing heavy current peak hour traffic demands as the result of the extensive residential expansion that is occurring in the region which in turn is due to the demand for housing for people employed within the San Francisco Bay Area. Because of their role in the interstate and state highway systems, traffic on these highways can be expected to increase substantially over the next 20 years. Because of practical constraints to the number of lanes and traffic capacity that can be added to any freeway section, protection of the "through" traffic function of the freeway becomes paramount.

Policies

1. The City should protect the through traffic functions of Interstate and State Route Freeways serving the Lathrop area by planning expressway and arterial street alignments which will avoid the need or desire to utilize freeway sections for short, local area interval trips as if they were elements of the local expressway/arterial street system.
2. Land use designations along freeway sections should take into consideration the visual and noise impacts associated with existing and future traffic levels on these major traffic carrying facilities.
3. Freeway interchanges should be improved to carry the demands of traffic generated by development in Lathrop in keeping with the principle that responsibility for improvements must reflect the fair apportionment of traffic to existing and future regional demands v. local demands.

Proposals

Only existing interchanges (with some improvements) will be required on I-5 and SR 120. A new interchange at I-5/Squires Road will not be required as previously proposed by the Draft General Plan/EIR published August 1, 1991. Expansion of the existing partial interchange at Yosemite Avenue is needed to serve the considerable industrial growth envisioned along the north-south corridor framed by the railroads, and is planned by Caltrans. At least one new interchanges will be required along I-205 to accommodate traffic generated by Gold Rush City. The most likely candidate is to convert the grade separation at Paradise Road to a full interchange. The ones shown on the General Plan Diagram are illustrative. Final location(s) will be determined during preparation of the Gold Rush City Specific Plan.

POLICIES AND PROPOSALS FOR EXPRESSWAYS AND ARTERIAL STREETS

Policies

1. Expressways constructed to boulevard standards are to be the principal carriers of north-south traffic through SPA's #2 and #3. They may involve 4-6 lanes, depending on the amount of traffic

capacity required along a given section, with landscaped dividers between intersections and left turn lanes and signalization at each intersection. Sufficient right-of-way is required to include room for landscaped pedestrian corridors along either side which may also be necessary for light rail transit lines separated from the expressways at some locations. Spacing between intersections with crossing streets should be in the range of 1,200 to preferably 2,500 feet. Spacing between "T" intersections should be at least 1,200 feet. On-street parking is to be prohibited. [See Figure IV-2 for typical right-of-way cross sections].

2. Arterials are to be constructed for 4-6 lanes of traffic with left turn lanes provided at intersections. Development through residential areas should be designed to back-on to the Arterial, with ornamental walls and landscaping along the right-of-way line. In areas where development fronts the arterial, the design for a 4-lane facility should provide for a minimum right-of-way of 84', with four 12' travel lanes, two 8' parking lanes and two 10' planting strips for the accommodation of sidewalks and street trees. Commercial sidewalks 10' in width need only be provided in retail commercial areas and along the frontages of other pedestrian-intensive uses. Street trees should be provided along all Arterial streets (and Expressways). Rights-of-way should be widened at the approaches to major intersections to provide space for additional turn lanes. [See Figure IV-3 for typical rights-of-way cross sections.]
3. Arterial streets serving Service Commercial and Industrial areas are to be designed and constructed to standards which reflect heavy truck traffic and the need for longer turning radii for trucks at intersections. On-street parking shall be prohibited.

Proposals

A north-south expressway (designated Stanford Boulevard on the Plan Diagram) is proposed west of I-5 extending south from Lathrop Road on an alignment generally parallel to I-5 to avoid pressure to use I-5 for local traffic movement. This expressway would eventually cross the San Joaquin River, extending into Gold Rush City, with eventual connection to one or more interchanges with I-205 farther west.

Another expressway is proposed to eventually enter Gold Rush City by crossing the San Joaquin River as an extension of Louise Avenue. Neither of these expressways to Gold Rush City will be needed until substantial commercial development occurs in Gold Rush City. In the interim, Manthey Road (the frontage road along the west side of I-5) will continue to provide access onto the Stewart Tract from SPA #2. With lane improvements, Manthey may provide primary access to the Stewart Tract from the north for 5-10 years.

Overall phasing and secondary impacts of circulation improvements shall be indicated in the Gold Rush City Specific Plan.

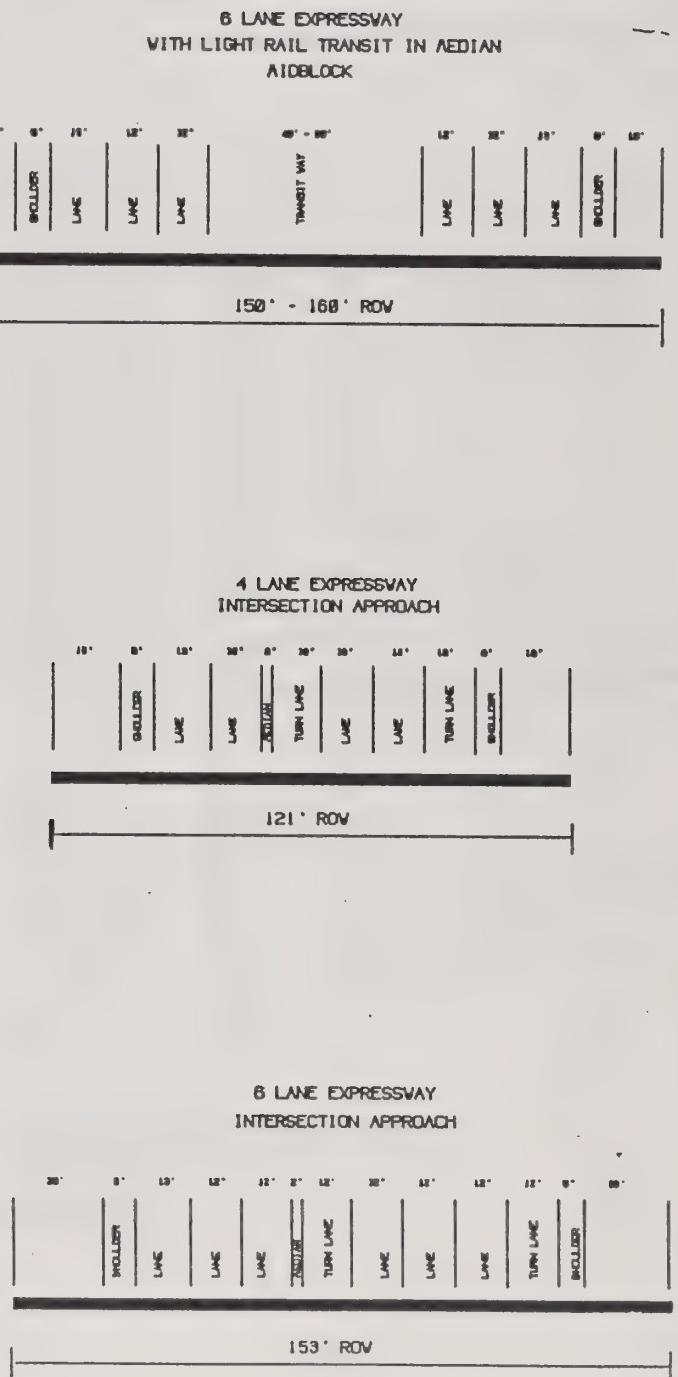
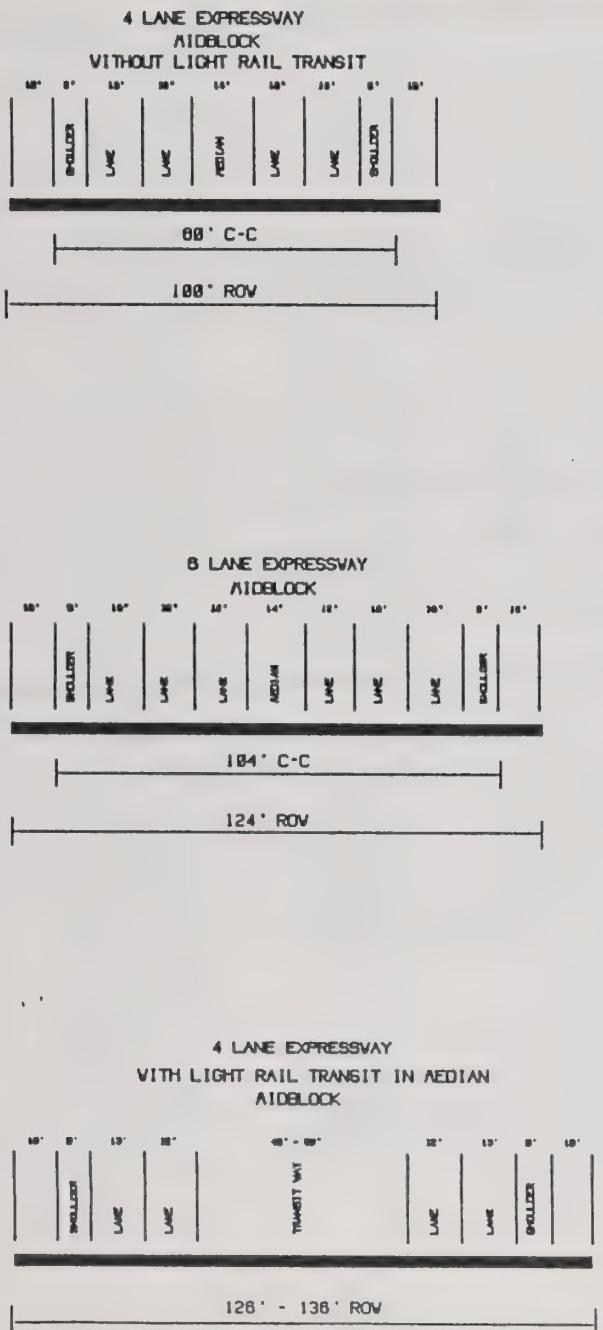
Arterial streets alignments west of I-5 are illustrative. Together with the expressways, these Arterials serve as boundaries between residential villages and between commercial and non-commercial areas. North-south Arterials east of I-5 include McKinley Avenue, Howland Road and Harlan Road. The east-west Arterials are Roth Road, Lathrop Road, Louise Avenue and Yosemite Avenue (extending east from its interchange with SR 120).

FIGURE IV-2

ILLUSTRATIVE EXPRESSWAY CROSS-SECTIONS¹

LATHROP

ROADWAY, CROSS-SECTIONS

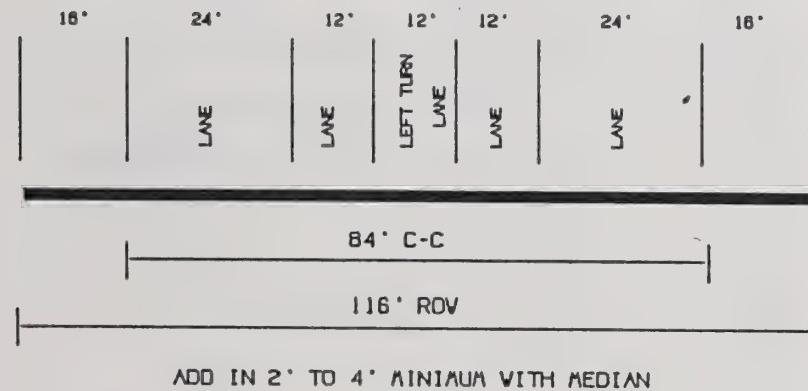


- ¹ Actual cross-sections will be adopted for each street or class of streets by the adoption of Standard Specifications by resolution of the City Council, or by Specific Plan Lines, and may differ from any of those shown in Figures IV-2 through IV-5.

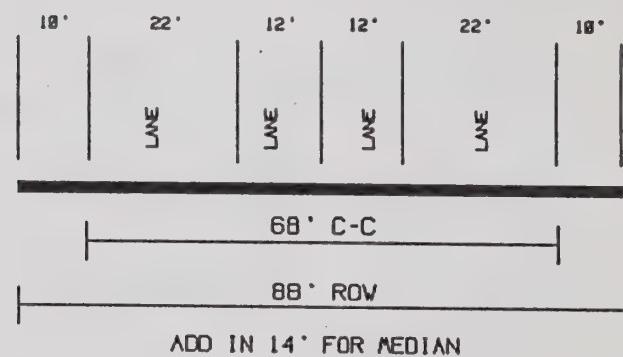
FIGURE IV-3
ILLUSTRATIVE ARTERIAL CROSS-SECTIONS

4-B-6

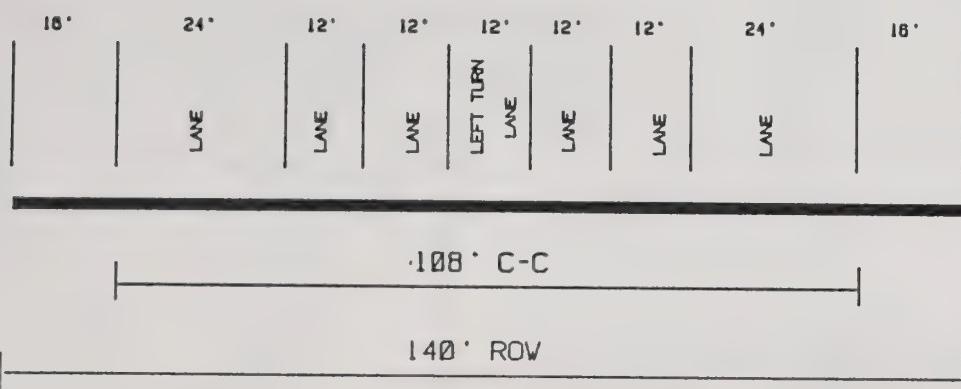
4 LANE ARTERIAL
ON INTERSECTION APPROACH



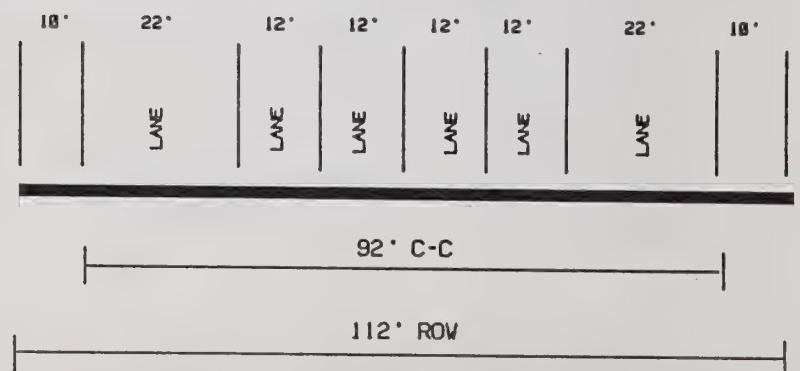
4 LANE ARTERIAL
MIDBLOCK
WITH OR WITHOUT BIKE LANE



6 LANE ARTERIAL
ON INTERSECTION APPROACH



6 LANE ARTERIAL
MIDBLOCK
WITH OR WITHOUT BIKE LANE



The combination of expressway and arterial street proposals is designed to significantly alter existing traffic patterns which rely heavily on Lathrop Road and Louise Avenue interchanges with I-5 to accommodate traffic generated to and from Manteca. The key elements in this regard will be the following:

1. Improve Roth Road to 6 traffic lanes between I-5 and Airport Way, along with railroad separation structures.
2. Improve Airport Way to 6 traffic lanes from Roth Road to SR 120.
3. Improve Yosemite Avenue to 6 traffic lanes from SR 120 to the Manteca city limits.
4. Improve Lathrop Road and Louise Avenue to 4 traffic lanes between I-5 and the Manteca city limits; provide railroad separation structures along Lathrop Road.
5. Construct an at-grade crossing of the Southern Pacific Railroad from the Crossroads Industrial Park along the line of Vierra Avenue and curving south to Yosemite Avenue.

These improvements will permit east-west traffic desiring access to I-5 to be diverted around the existing developed area of Lathrop, thus reducing traffic impacts on the Lathrop Road and Louise Avenue interchanges and on freeway sections between Roth Road on the north and the I-5/SR 120 merge on the south. These and other expressway and arterial street proposals will assure volume-to-capacity ratios on all street sections at Level of Service C, and on all interchange ramps at Level of Service D.

COLLECTOR STREETS

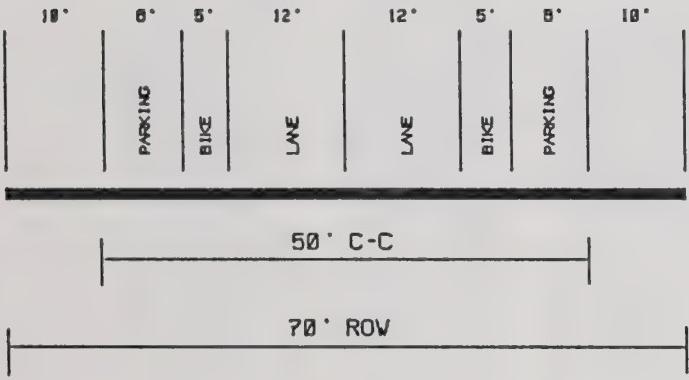
Policies

1. Collector streets are to be designed to carry from 500 to 5,000 vehicles per day. Where average daily traffic (ADT) is projected to be less than 4,000, a ROW of 60' may be sufficient. As an illustration, development might involve two 12' travel lanes, two 8' parking lanes and two 10' planting strips with sidewalks. Sidewalk width may not have to exceed 4'- 5' in width except where intensive pedestrian traffic is expected. [See Figure IV-4.]
2. Where ADT is projected above 4,000 to 5,000 in residential areas, a 64' right-of-way may be required. In commercial and industrial areas, four lanes of traffic may be required. Where ADT is projected above 5,000, with high peak hour traffic, wider cross-sections will be required. Rights-of-way may require widening on their approaches to Arterials, Expressways or other Major Collector streets in order to provide suitable turn lanes.
3. The high costs of converting a deficient Collector street to the appropriate standards required for existing and projected traffic should be limited to only those streets where either: a) high current and projected volumes of traffic are involved; b) joint funding is possible; c) significant contributions of private or assessment district funds are involved as part of the cost of developing adjacent lands; or d) where the rate of serious accidents has been high and where hazards to public safety are great.

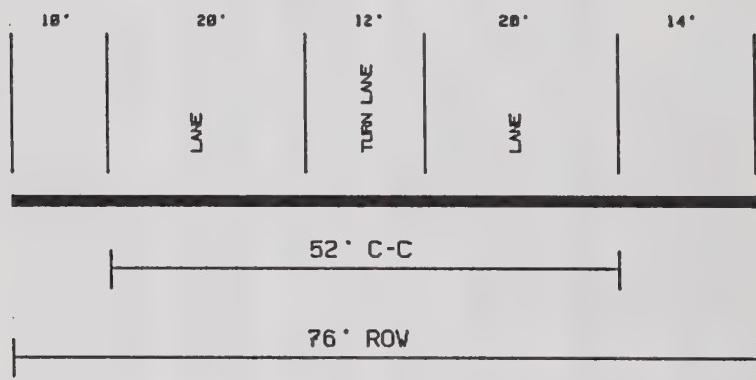
FIGURE IV-4

ILLUSTRATIVE MAJOR COLLECTOR CROSS-SECTIONS

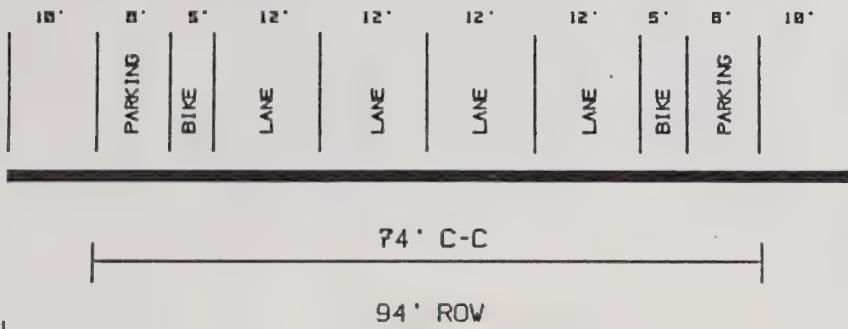
2 LANE MAJOR COLLECTOR
MIDBLOCK
WITH BIKE LANE



2 LANE MAJOR COLLECTOR
ON INTERSECTION APPROACH
TO ARTERIAL OR MAJOR COLLECTOR
WITHOUT BIKE LANE



4 LANE MAJOR COLLECTOR
MIDBLOCK
WITH BIKE LANE



4 LANE MAJOR COLLECTOR
ON INTERSECTION APPROACH
TO ARTERIAL OR MAJOR COLLECTOR
WITHOUT BIKE LANE

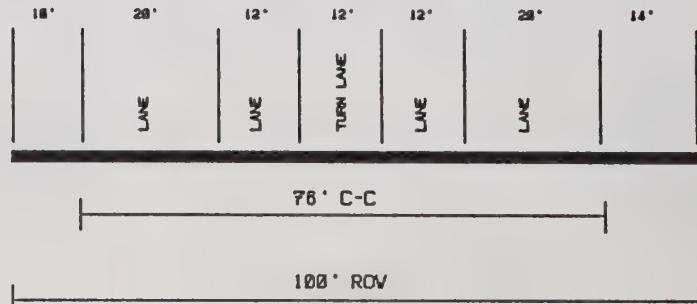
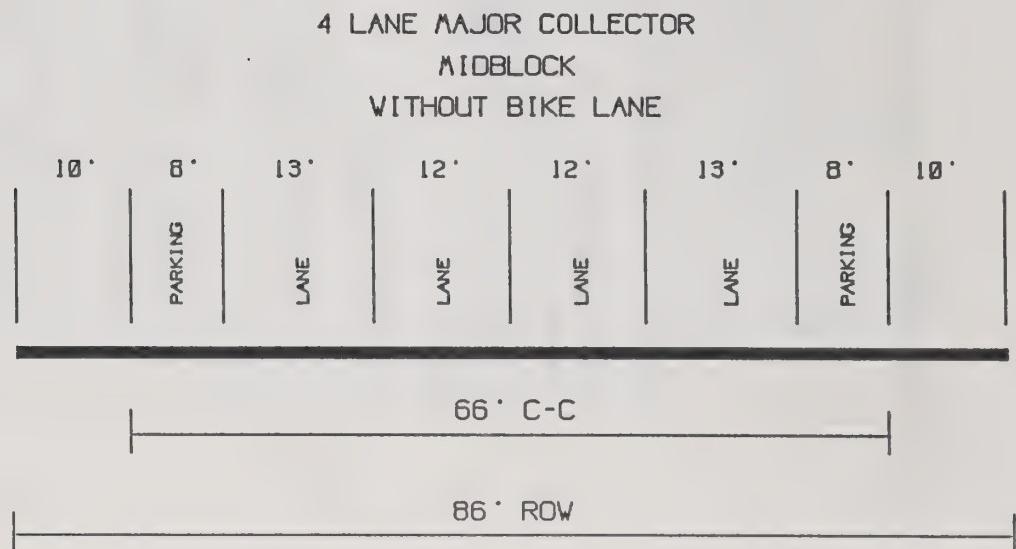
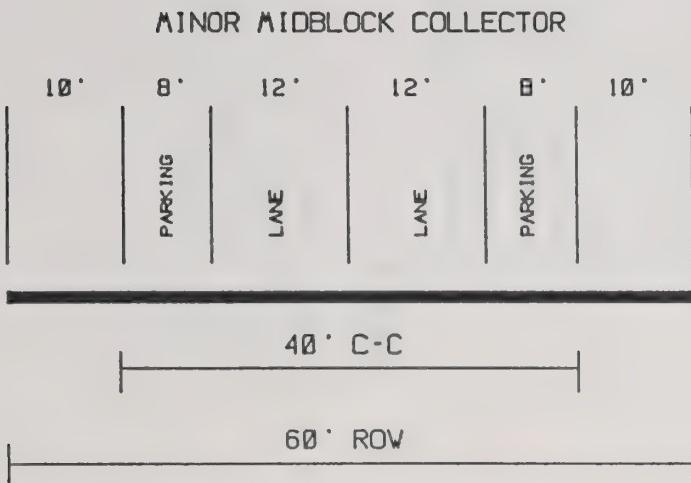
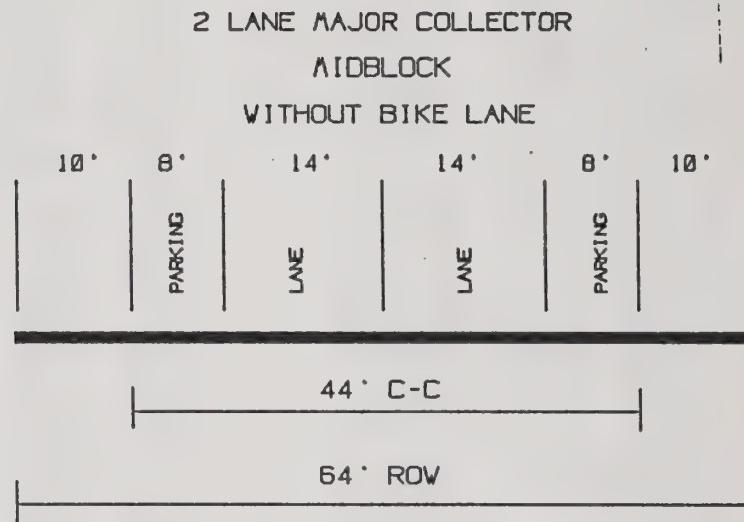
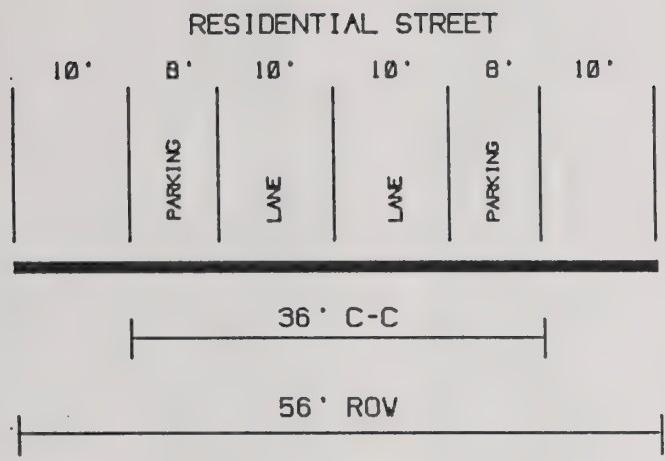


FIGURE IV-5

ILLUSTRATIVE COLLECTOR AND MINOR STREET CROSS-SECTIONS

4-B-9



Proposals

Collector streets shown on the Plan Diagram for areas east of I-5 and west of the S.P. Railroad for the most part follow existing streets which already serve as Collectors. Collector streets shown west of I-5 and in undeveloped areas east of I-5 are intended to be more illustrative of providing internal access within residential, commercial and industrial areas.

THE MINOR STREET SYSTEM

Minor street deficiencies have become extensive in the older residential areas of Lathrop, including broken pavement (ripples and chuckholes), missing or deteriorated curb/gutter/sidewalk sections and inadequate drainage. Minor streets are to be designed to carry up to 500 vehicles per day, with a typical ROW of 60' and a minimum of 40' between curbs. [See Figure IV-5 for typical cross-sections that may be applied]

Minor Street Policies

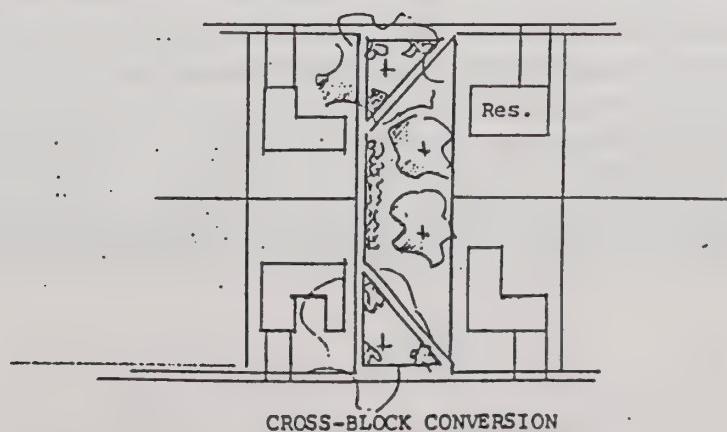
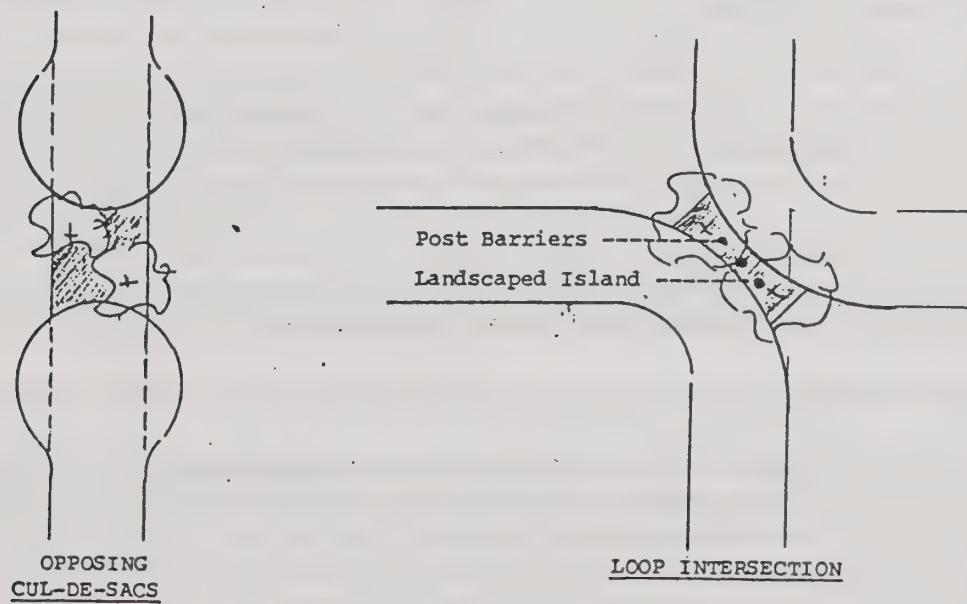
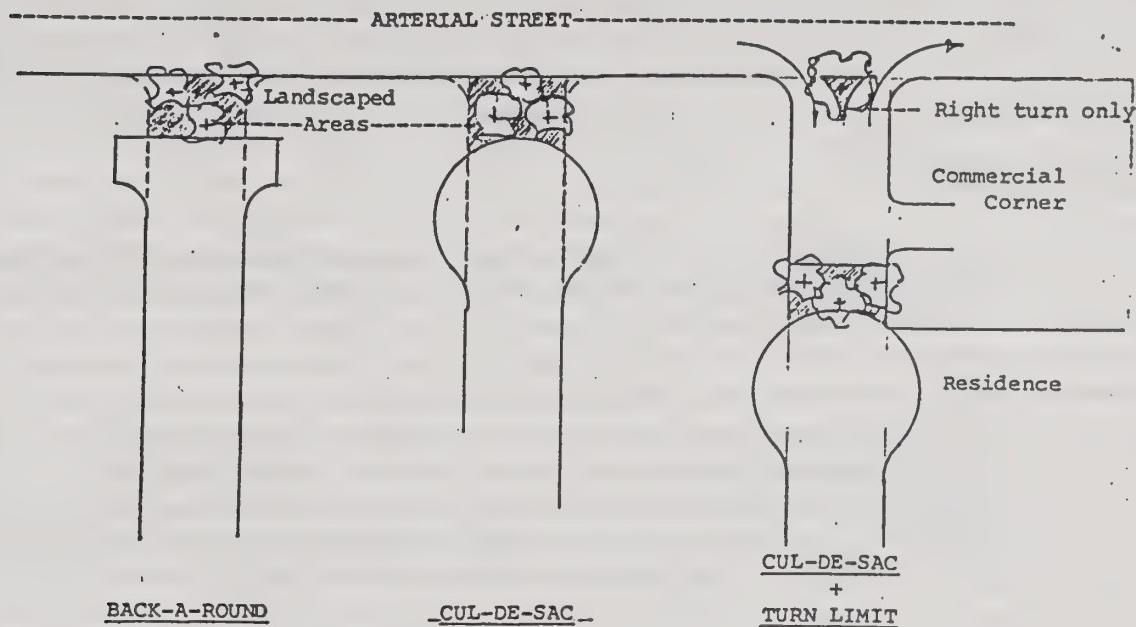
1. To keep Minor street volume within design capacity, street length shall be kept under 1,200 feet where possible unless interrupted by an Arterial or Collector street.
2. Design standards shall permit innovation and flexibility by the developer in relation to land use proposals under Planned Development procedures of the Zoning Ordinance or under any applicable adopted Specific Plan.
3. In view of deficiencies in existing Minor streets, the City should consider forms of funding which include direct public sources (e.g., through redevelopment or assessment districts) as a means of overcoming Minor street deficiencies. Curb, gutter, sidewalk and paving needs along Minor streets might alternatively be made the responsibility of affected property owners. Under this approach, the City could assume responsibility for engineering services and additional costs occasioned by higher standards of street construction and drainage than were involved at the time of original street construction. The City might also share equally in total costs where a majority of property owners are willing to accept assessment proceedings or another appropriate method of collective project financing.
4. Policies for Minor streets are intended to reflect options for reducing through traffic on minor streets between intersections with Arterials. This policy seeks to eliminate the use of Minor streets as thoroughfares through residential areas where they extend parallel to nearby Arterials or Collectors for many blocks and are often used as substitutes for Arterials or Collectors. Illustrations of how this policy may be implemented are shown on Figure IV-6.

ALLEYS

While alleys can provide an important means of secondary access to residential, commercial and industrial areas, their use is to be restricted to providing access to the rear of residential uses which front upon an Arterial, to provide parking access to the rear of multi-family residential sites, and to provide parking and loading access to commercial and industrial sites.

FIGURE IV-6

ALTERNATIVE APPROACHES TO REDUCING THROUGH TRAFFIC ON MINOR STREETS



TRUCK ROUTES

Other than streets where local truck deliveries are required, truck routes are to be limited to arterial streets and expressways which serve commercial and industrial areas close to freeway interchanges, to the Roth Road and Louise Avenue arterials east of Interstate 5 and to the expressways which provide access to Gold Rush City. These routes are intended to carry heavyweight commercial and industrial vehicles through and around the community with minimum disruption to local auto traffic and minimum annoyance to residential areas.

BICYCLE ROUTES

The system of open space corridors proposed throughout existing and future areas of urban development are intended to accommodate bike paths and walkways separate from the street system. Within Sub-Plan Area #2, the basic system would connect all school sites, park sites, commercial areas which serve Villages and the Central Business District. Within Sub-Plan Area #3, selected open space corridors would assure bicycle and pedestrian movement throughout Gold Rush City to complement light rail, tramways and other types of people movers intended to minimize (and in some cases avoid) use of the automobile among commercial and residential/resort areas. Within Sub-Plan Area #1, bicycle routes would be included as part of the street system, with Class II striping provided as part of the roadway along the Roth Road, Lathrop Road and Louise Avenue arterials, along Harlan Road and Seventh Street. Other routes within S-P Area #1 would be made a part of the roadway without striping.

THE RAILROAD CORRIDORS

The Southern Pacific and Union Pacific Railroad corridors carry main line freight traffic through the community. All Arterial street crossings are protected by automatic signals and gates, but the noise generated by train traffic can adversely affect the immediate environment adjacent to the railroads. This is especially true for the Southern Pacific because of its relationship to existing and planned residential areas.

Both the S.P. and Union Pacific Railroad corridors are to be preserved (and if necessary expanded) in recognition of their potential for high speed inter-regional rail service in the future.

TRANSIT FACILITIES

Transit proposals are critical to the land use proposals of the General Plan which call for major commercial and industrial expansion of the community within both growth centers, and in consideration of commuters who will live within or close to Lathrop.

Regional Transit

Regional transit capability potentially exists by utilizing the Southern Pacific and Union Pacific Railroad lines/rights-of-way which connect with the Bay Area to the west, the Stockton and Sacramento metro areas to the north and major cities of the San Joaquin Valley and Southern California. This capability has been under study since the 1970's and there is an excellent chance that such service will be initiated during the 1990's. The General Plan Diagram shows transit stations (illustrative) along the S.P. Railroad for regional transit, with potential service provided to major cities of the Bay Area-Sacramento-Stockton triangle. One station is shown within Gold Rush City because of the importance of regional transit as a means to

mitigate the adverse impacts of Gold Rush traffic on the freeway system and regional air quality. A second station (not shown) is proposed near the junction of the S.P. lines at Lathrop Road and McKinley Avenue. This second station has potential in the event that high speed transit becomes a reality between the Los Angeles Basin and the Bay Area via the S.P. mainline through the San Joaquin Valley.

In the event that a regional transit connection to the Bay Area is slow to develop, a potential for interim use of the S.P. corridor for moving people to and from Gold Rush City should be explored. The concept is to provide parking lots along the railroad north of Roth Road and along the railroad at an I-205 interchange close to Gold Rush City. These lots would provide the principal means of access to commercial recreation centers, and especially the proposed theme park, during peak periods of customer demand. This approach may also have merit as a permanent means of transit service to augment regional transit because of the number of peak seasonal and weekend visitors to Gold Rush City that will arrive from other parts of the State and from out-of-State by automobile and recreation vehicles.

Local Transit

The General Plan envisions use of an open space corridor separate from the major north-south expressway west of I-5 that would accommodate a local light rail or other appropriate transit vehicle as an important alternative to the auto in moving people within the community. The feasibility of a local transit system must await substantial development of the Lathrop Growth Center. However, the right-of-way should be preserved to assure availability at such time as feasibility is determined. Until such a system may become feasible, more conventional means of local transit, such as a bus system or a dial-a-ride response system, would be appropriate. The rights-of-way for expressway, arterial and collector streets should be sufficiently wide to accommodate bus stop turnouts that do not block the outside travel lanes of the street.

Adequate provision for the establishment of a bus system as the initial approach to local transit is to be considered a fundamental policy of transportation and circulation. Planning for an integrated bus system should be made a requirement of Specific Plan preparation so as to identify the streets requiring turnouts for bus stops. The implementation of a bus system to connect residential areas with major activity centers is an objective to be considered during early stages of buildout. Such a system will be especially important to provide express service to Gold Rush City employment centers during peak hours of commuting to and from Gold Rush City from Lathrop's residential areas within SPA's #1 and #2.

FINANCING IMPROVEMENTS TO THE TRANSPORTATION/CIRCULATION SYSTEM

Financing street and highway improvements has become complicated by the reduction of funds formerly available from the State and Federal governments, and by the reduction in local property taxes after passage of Proposition 13. Gas tax subventions to municipalities have dropped relative to amounts received prior to the oil price increase of the mid-1970's because of the greater mileage per gallon gained by modern vehicles. Moreover, not all of the gas tax money is allocated to transportation purposes originally intended by the Collier-Burns Act. As financial capabilities to maintain and improve streets and highways has diminished, cities and counties have had to turn to new and sometimes innovative sources of funding. The 1/2 cent sales tax approved recently by San Joaquin County voters is an example of local government filling the gap left by reduced state and federal funding. Another example is the special fee established upon new development by the County for needed improvements to the County road system.

One of the more important new means to finance Arterial street improvements in California cities is the use of fees required by local ordinances for fair-share contributions by developers of non-residential as

well as residential areas toward the off-site cost of intersection improvement, signalization and arterial street widening. Such fees are needed to aid the City in overcoming deficiencies of existing Arterial streets, such as Lathrop Road and Louise Avenue between I-5 and the east city limits. Fees levied in relation to the amount of traffic generated by a project may be the only way in which the City can accumulate the amount of matching funds necessary to gain federal and state funding for such a project.

Another type of fee that may be required is that necessary to off-set required long-term improvements to the freeway system serving the City that are occasioned by the demands of Lathrop-generated traffic. Whether or the extent to which such a freeway traffic mitigation fee may be required is discussed in the General Plan EIR made a part of this document.

While developer fees and state and federal monies will help, they will not raise the funds necessary to overcome the substantial deficiencies in street improvements that have accumulated over the years, and that continue to increase each year. Streets in older areas of the City are in some cases experiencing rapid decline because of age, lack of improvements, and inadequate maintenance. For these areas, the only solution (and perhaps the fairest) may be the formation of assessment districts for properties that would benefit directly from the improvement.

Assessment district financing for street (and other improvements) is practiced extensively throughout California. Property owners within a district are charged according to the proportional benefits they receive. Assessment districts are not imposed by a City Council. While they may be sponsored or urged by the City for consideration by landowners, they are very often created at the behest of the affected property owners. The process begins with a request to the City for certain improvements from a neighborhood or specific area of the City. Boundaries are then established, and the City Engineer prepares plans for the improvements. Plans and estimated costs for the proposed improvements are mailed to all property owners within the boundaries of the potential district. The plans are later posted prominently throughout the potential district and published in the local newspaper. If protests to the proposed district are minimal, a resolution is drafted for consideration by the City Council. If protests are substantial, or if there is any question raised as to the extent of resistance, then the Council can call for an election. A majority of 50.0+ % of the eligible voters is needed for approval, whereas a 50.0% vote can defeat a proposal. A City Council can overrule a negative response from the voters by a four-fifths majority only if the project is deemed essential for public safety.

Because of Lathrop's modest current size, consideration should be given to forming an assessment district for the entire City in order to overcome the deficiencies that already exist. Under this approach, developers of land could also be charged fair-share fees to contribute toward amortizing the costs of certain types of off-site improvements (e.g., intersection signalization) provided through assessment district financing.

The California Legislature has also provided relatively new means to finance certain types of improvements and services required on a large-scale basis. The Mello-Roos and Marks-Roos approaches offer significant opportunities for financing many types of capital improvements that will be required as the community grows.

REGIONAL AIR TRANSPORTATION

The City is extremely fortunate in having the Stockton Metropolitan Airport within only a few minutes travel time. This jet airport is capable of handling any of the existing commercial passenger and freight

jet aircraft in use. Consequently, its contribution to the advantages of Lathrop as a major center of economic activity within the County is potentially significant. This would be true for new industries and for vacation visitors to the Gold Rush Growth Center. The County General Plan calls for expanding Airport Way as a principal means of access to the airport from both Manteca and Lathrop.

It is important to note that the City of Stockton is proposing to extend the airport's "Area of Influence" south to Lathrop Road in the City of Lathrop. This will require that the City acquire aviation easements over affected land areas. [see discussion under the Section B - Noise, of the Hazard Management Element in Part V of this document]

SECTION C - HOUSING

INTRODUCTION

The Housing Section of the Community Development Element consists primarily of policies and actions required to meet current and future housing needs of the community, and addresses the housing needs of those households and individuals who have inadequate income or who otherwise have special problems which create difficulties in their ability to satisfy their legitimate housing needs. The Housing Element is the City's official response to findings by the State Legislature that availability of decent housing and a suitable living environment for every Californian is a high priority. By identifying local housing needs, adopting appropriate goals and policies, and providing local legislation and programs to meet these needs, the City will be more effective in dealing with the housing needs of its residents.

When the City of Lathrop incorporated in July, 1989, it adopted the County General Plan as it pertained to Lathrop, including the Housing Element. With its current General Plan Update, the City has retained only those housing policies and programs from the 1989 Plan that remain relevant. The revised Element expands and updates the previous effort, with particular attention to the housing needs of special groups and to housing needs of the future. This current Housing Element also provides additional policy guidance in fulfilling requirements of the State Planning Law.

It is important to understand that current housing needs in Lathrop are relatively modest as compared to The County and its larger cities because of the relatively small number of pre-1950 dwellings that remain and the limited number of households where socio-economic characteristics combine to indicate the need for improving existing housing conditions and opportunities for more affordable housing. Most of the City's housing inventory has been constructed since 1970, with major new construction having occurred during the 1980's. Most of the needs for improved housing exist in the section of Old Town west of Seventh Street, and in Lathrop Acres. Significant improvement is anticipated as the result of the City's intent (expressed in Section A - Land Use) to pursue the development and implementation of a Redevelopment Program that will carry out relevant policies of the Housing Element for these older housing areas within the five year period of 1992-1996. Remaining emphasis of the Housing Element is to provide for adequate opportunity for other low/moderate income households to reside in Lathrop as new housing areas are developed, consistent with Lathrop's "fair-share" of regional low/moderate income housing need for the County as a whole.

RELATIONSHIP TO STATE LAW AND OTHER GENERAL PLAN ELEMENTS

State Planning Law

Government Code Section 65583 prescribes that the housing element "...shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilhomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community." The law further prescribes that the housing element address the following:

1. An inventory of resources and constraints relevant to the meeting of local housing needs.

2. A program setting forth a five-year schedule of actions the City is taking or intends to undertake to implement policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of appropriate Federal and State financial programs when available. [Note: For Lathrop, this will include the creation of a Low and Moderate Income Housing Fund if the City establishes a Redevelopment Agency and Redevelopment Program as proposed by the General Plan.]

Relationship to Other General Plan Elements

The relationship of the Housing Section (element) of the Community Development Element is manifested in several ways, including important relationships to goals of equal opportunity, community identity and balancing the social and economic costs and benefits of urban development.

The construction process involved in the expansion of Lathrop will of itself constitute a major industrial operation generating significant employment activity. To the extent reasonable and practical, the construction process must seek to identify and enlarge job opportunities of existing residents of the community and its immediate environs. Jobs created by new commercial and industrial enterprises established within Lathrop must seek to raise the income levels of those underemployed and unemployed people already residing in the area who presently are unable to afford adequate housing. If this does not occur, then a major potential of economic growth for contributing to the needs of the larger community will have been lost. In husbanding the building of the Lathrop Growth Center, the people of Lathrop have a singular opportunity to foster policies which will satisfy the unmet housing needs of existing residents.

As a component of the larger Community Development of the General Plan, the housing element is most closely related to Sections A, B and D concerning land use, circulation and public utilities. Land use policies and proposals are particularly important since they will so significantly affect the ability of the City to assure that housing is provided for all economic segments of the community. Policies on population and housing density and intensity are especially important in this regard, along with the encouragement of innovation in reducing the cost of housing under Planned Development policies of the General Plan and Zoning Ordinance. Land use policies provide for a wide variety and mixture of housing types in relation to the separate needs of the economically, socially and physically disadvantaged. Circulation policies, and especially those affecting the needs and interests of the young, the elderly and physically disadvantaged, recognize the interrelationships between assuring adequate physical access to all areas of the community and policies needed to maintain a good balance between the location of jobs and the housing needed by the work force.

The Resource Management and Safety Elements of the General Plan also reflect important concerns for the open space amenities required for all housing areas, the creation of residential environments that enjoy freedom from adverse levels of noise, and assurance of structural safety and the capability of safe evacuation from housing areas in the event of natural disaster.

TABLE IV-3
POPULATION AND HOUSING TRENDS AND PROJECTIONS

1980-1991 and 1990-2010

Year	Population	Households	Housing Units	Pop. Per Household	Vacancy Rate
HISTORICAL					
1980 [1]	3,717	1,071	1,189	3.471	9.9%
1981	3,889	1,106	1,230	3.517	10.1%
1982	4,056	1,151	1,270	3.525	9.4%
1983	4,257	1,205	1,320	3.532	8.7%
1984	4,481	1,256	1,380	3.568	9.0%
1985	4,842	1,360	1,480	3.560	8.1%
1986	5,216	1,469	1,580	3.550	7.0%
1987	5,558	1,566	1,680	3.550	6.8%
1988	5,981	1,685	1,800	3.550	6.4%
1989	6,407	1,805	1,920	3.550	6.0%
1990 [1]	6,841	1,927	2,040	3.550	5.5%
1991	6,997	1,975	2,098	3.543	5.9%
PROJECTIONS					
1995	10,554	3,059	3,220	3.450	5.0%
2000	18,027	5,463	5,720	3.300	4.5%
2005	24,463	7,891	8,220	3.100	4.0%
2010	30,000	10,345	10,720	2.900	3.5%

Note: 1980-1990 figures are for 1/1 (except [1] are for 4/1). The Census Bureau's "Thank you America Counts" reported that the "city's" population was 4,112 in April 1980.

Sources: 1980 and 1990 numbers are Census data.

1981 to 1989 are judgement interpolations between them.

1991 State Department of Finance annual estimates.

The projections are based on an annual growth of 500 units per year starting in 1993 (and 60 during 1990-92).

The household and population estimates are based on the average population per household and vacancy trends needed to "match" the numbers estimated by the project characteristics tables. These estimates are for a slightly larger number of housing units ... 11,203 with 10,835 households and a population of 31,181.

File Refs: \Cities\Lathrop\PopTrends 80-10 ... 7/29/91 15:43

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TABLE IV-4

ANNUAL AND FIVE YEAR CHANGES IN POPULATION AND HOUSING

Year	Population	Households	Housing Units	Pop. Per Household	Vacancy Rate
ANNUAL CHANGES					
1980-81	172	35	41	4.947	15%
1981-82	167	45	40	3.722	(12%)
1982-83	201	55	50	3.680	(9%)
1983-84	224	51	60	4.425	16%
1984-85	361	104	100	3.464	(4%)
1985-86	374	109	100	3.426	(9%)
1986-87	342	96	100	3.550	4%
1987-88	423	119	120	3.550	1%
1988-89	426	120	120	3.550	0%
1989-90	434	122	120	3.551	(2%)
1990-91	156	48	58	3.250	17%
CHANGE 1980 TO 1990					
Amount %	3,124 84.0%	856 79.9%	851 71.6%	3.650	(0.6%)
Avg.Annual	320	88	87		
FIVE YEAR CHANGES					
1980-85	1,125	289	291	3.891	0.6%
1985-90	1,999	567	560	3.526	(1.2%)
1990-95	3,713	1,132	1,180	3.280	4.1%
1995-00	7,473	2,404	2,500	3.109	3.9%
2000-05	6,436	2,429	2,500	2.650	2.9%
2005-10	5,537	2,454	2,500	2.257	1.9%

Source: Table A1-1

File Refs: \Cities\Lathrop\Pop\Trends 80-10 ... 7/29/91 15:43

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COMMUNITY PROFILE¹

Population and Housing Growth Since 1980

Trends and projections with respect to population, households and housing for the period 1980 to 2005 are shown in Table IV-3. Since the 1980 Census, Lathrop's population has grown from 3,717 to approximately 7,000 at the beginning of 1991, with an increase in housing units from 1,189 to about 2,060. Population growth for the nearly 11 year period was about 88.32%, which translates to an annual average increase of 8.2%. By comparison, the increase in total housing units was 73.25% with an annual rate of increase of about 6.8%. By any standard, these rates of increase are significant in consideration of the community not having incorporated as a City until mid-1989.

Population and Housing Projections

Annual and five year changes in population, households and housing stock that have occurred since 1980 and which are projected for the next 20 years are shown in Table IV-4. The resident population of Lathrop is expected to reach 30,000 over the next 20 years, based on proposals for residential expansion depicted on the General Plan Diagram for Sub-Plan Areas #1 and #2. Given the ratio of approximately 70% single-family to 30% multi-family called for by land use policies and proposals [see Section A of Part IV], the number of housing units would increase by about 8,170. This would result in an additional 5,030 single-family units and 3,140 multi-family units.² The total number of units for the entire community would increase to about 10,210.

Since housing within Gold Rush City is oriented toward the resort and commercial recreation markets, there is no direct correlation involved with needs of the regional housing market except as such needs may relate to retirement, second home and vacation housing. Indirectly, however, Gold Rush City employment will create a significant demand for local housing, and this demand has been considered in projecting overall housing needs as shown in Table IV-3.

Vacant Land Survey

The amount of vacant land remaining for residential development within the existing City Limits (Sub-Plan Area #1) has been factored-in to the calculations of residential acreage depicted by the General Plan Diagram. As indicated under Section A - Land Use, little vacant land remains between Louise Avenue and Lathrop Road except northwest of the Louise Avenue/Seventh Street intersection which currently is under development. North of Lathrop Road, vacant lands adjacent to the S.P. Railroad are also being developed. The last remaining vacant land area of significance lies north of Lathrop Acres in the vicinity of Squires Road. Together, these areas provide significant opportunity for meeting projected housing needs over the next 3-5 years. Most of this area is capable of being served by existing and planned (Phase II) expansion of the Manteca Regional Wastewater Treatment facility and by the City of Lathrop's water

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¹ The description of socio-economic characteristics of this section augments the description provided in Part II of this document, with particular reference to existing and future housing needs.

² These calculations assume a household size of 3.2 persons for single-family and 2.2 for multi-family. Multi-family units would include the full range of housing types available, including duplexes, triplexes, fourplexes, apartments, factory built and mobile homes.

system. The Country Squire project north of Lathrop Acres (on hold until General Plan adoption) has been allocated capacity for roughly half of the proposed 1,000 houses proposed.

CHARACTERISTICS OF EXISTING HOUSING NEED

Existing Housing Need

As in most other communities, the goal of providing a decent home and suitable living environment for every household in Lathrop has yet to be achieved. This sub-section documents Lathrop's current overall housing needs and the needs of various economic segments and special groups of the population.

Housing need is a complex issue, consisting of at least three major components: housing affordability, housing quality, and housing quantity. The more important characteristics of existing housing need focus on the needs of special groups, including households of low income, households which are overcrowded, occupants of substandard housing, large families, the elderly and female heads of households having incomes below the poverty level, and handicapped and disabled persons. The following characteristics of need have been abstracted and adapted from the recently published Fair Share Housing Plan prepared for the County and its cities by the San Joaquin County Council of Governments.³ In reviewing the data, there is a seeming discrepancy between existing housing needs as reported by the Fair Share Housing Plan and previously stated conditions estimated for January 1, 1990. However, the differences may be accounted by the different reporting 1990 dates involved (the Census was taken April 1, 1990) and the fact that Census data is termed "preliminary". For purposes of estimating the housing needs of special groups, the preliminary Census data has been used.

Housing Affordability

State housing policy recognizes that cooperative participation of the private and public sectors is necessary to expand housing opportunities to all economic segments of the community. A primary State goal is the provision of a decent home and a satisfying environment that is affordable. The private sector generally responds to the majority of the community's housing needs through the production of market-rate housing. There are many components involved in housing costs. Some of these factors can be controlled at the local level, others cannot. It is a primary goal of Lathrop to adopt local policies and procedures which do not unnecessarily add to already escalating housing costs.

Some of the effects or problems which result from increased housing costs include the following.

- **Declining Rate of Home Ownership:** As housing prices and financing rates climb, fewer people can afford to purchase homes. Households with median and moderate incomes, who traditionally purchased homes, compete with less advantaged households for rental housing. This can be expected to result in lower vacancy rates for apartment units and higher rents.
- **Overpayment:** The cost of housing eventually causes fixed-income, elderly and lower income families to use a disproportionate percentage of their income for housing. This causes a series of other financial problems, often resulting in a deteriorating housing stock, because the costs of maintenance is sacrificed for immediate expenses (e.g., food, clothing, medical care, and utilities).

³ San Joaquin County Regional Fair Share Housing Plan, 1990-1997, San Joaquin County Council of Governments, May, 1991.

TABLE IV-5

**1990 EXISTING HOUSING NEED FOR SAN JOAQUIN COUNTY
AND CITIES OF SAN JOAQUIN COUNTY⁴**

AREA	Total Units ⁵	Occupied Units	Vacancy Rate	Assumed Need	Existing Need ⁶
Escalon	1,660	1,537	7.41%	1,629	-31
Lodi	19,724	19,137	2.98%	20,286	562
Manteca	13,920	13,278	4.61%	14,075	155
Ripon	2,517	2,392	4.97%	2,536	19
Stockton	73,483	67,619	7.98%	71,679	-1,804
Tracy	11,500	11,104	3.44%	11,771	271
LATHROP⁷	2,214	2,119	4.29%	2,246	32
Unincorp.	43,288	40,653	6.09%	43,094	-194
TOTAL	163,306	157,839	6.22%	167,315	-991

Overcrowding: As housing prices climb, lower income households must be satisfied with less house for the available money. This can result in overcrowding which places a strain on physical facilities, does not provide a satisfying environment, and eventually causes conditions which contribute to both deterioration of the housing stock and neighborhoods. Buying a new home has become a major problem for many families, particularly first-time home buyers.

Lathrop has more than met its housing needs over the past decade. However, pressures due to increased levels of industrial and commercial development will accelerate the need for additional housing for households with incomes that in many cases will be insufficient to qualify for market rate housing. The policy of the General Plan which seeks a fair distribution in the percentage of single-family v. multi-family housing (70% v. 30%) constructed over the next 20 years could be difficult to meet if the trend toward a much higher percentage of single-family continues.

⁴ Abstracted from Table 2, Regional Fair Share Housing Plan.

⁵ Housing units and vacancy rate estimates from State Department of Finance Report E-5, May 1, 1990.

⁶ A 5.66% overall vacancy need for 1990 determined by State Dept. HCD yields a negative county-wide total.

⁷ Lathrop units and vacancies estimated from preliminary 1990 Census data.

TABLE IV-6⁸

HOUSEHOLDS PAYING MORE THAN 25% OF INCOME FOR HOUSING

INCOME LEVEL ⁹	RENT	OWN	TOTAL	PERCENT
Very Low	48	27	75	48.4
Low	23	19	42	27.1
Moderate	10	20	30	19.3
Above Moderate	4	4	8	5.2
TOTAL	85	70	155	100.0

County-wide experience since 1986 shows a continual annual rise in the percentage of single-family units constructed from about 70% to about 93% of the total number of units in all housing types. To a great extent, this trend reflects the demands created by households working and living in the Bay Area which have been seeking housing in San Joaquin County. These households typically enjoy a much higher annual income than the average household now residing in the County.

Housing Quality

Lathrop is fortunate in that its housing stock is relatively new, with the majority of the units having been constructed since 1950. With a relatively modern base of housing, the number of units requiring significant upgrade is low. Most houses requiring repairs are located within the "Old Town" section of the community. These homes would be eligible for financial assistance if the proposed Redevelopment Agency is formed.

Surveys taken of the existing housing stock in 1990 and 1991 by the City's planning consultant indicate that of a total 897 units, 92 units are substandard. Of that number, 87 could be rehabilitated and 5 should be replaced. This amounts to 4.3% and 0.24 percent of the total January, 1991 housing stock, respectively.

Overcrowding

The Bureau of Census defines overcrowded housing units as those in excess of 1.00 person per room average. County housing data for 1989 shows that 99 housing units were considered overcrowded with 24 of this total considered severely overcrowded. Overcrowded units comprise roughly 4.8% of the existing housing stock.

⁸ Abstracted from Technical Appendix, San Joaquin County General Plan 2010, 1989

⁹ Very Low, not exceeding 50% of median household income for County; Low between 50% and 80%; Moderate between 80% and 120%; Above Moderate above 120%.

Overcrowding is often reflective of one of three conditions: either a family or household living in too small a dwelling, a family required to house extended family members (i.e. grandparents or grown children and their families living with parents), or a family renting inadequate living space to non-family members (e.g., families renting to migrant farm workers). Whatever the cause of overcrowding, there appears to be a direct link to housing affordability. Some of the more important reasons for overcrowding are:

- Homeowners/renters with large families are unable to afford larger dwellings;
- Older children wishing to leave home are prohibited from doing so because they cannot qualify for a home loan or are unable to make rental payments;
- Grandparents on fixed incomes are unable to afford suitable housing or have physical handicaps that force them to live with their children;
- Families with low incomes will permit overcrowding to occur in order to derive additional income, or there is an insufficient supply of housing units in the community to accommodate the demand.

Special Needs

The State Housing Law requires that the special needs of certain disadvantaged groups be addressed. The needs of the elderly, handicapped, large families, female heads of household, and farm workers are described below. Statistics on special groups have been derived from the Technical Appendix to the proposed San Joaquin County General Plan 2010.

Elderly Persons

As the population of California ages, the special housing needs of the elderly assumes greater importance. The elderly are frequently on fixed, and often low, incomes. Besides the actual availability of housing, the elderly have special needs relating to housing construction and location. The elderly often require ramps, handrails, lower cupboards and counters, etc., to allow greater access and mobility. They also need special security devices for their homes to allow greater self-protection.

Location of homes catering to the elderly is also important due to limited mobility. The homes should have easy access to public facilities (i.e., medical and shopping) and public transit facilities. In most instances, the elderly prefer to stay in their own homes rather than relocate to a retirement community, and may need assistance to make home repairs.

The 138 elderly households in Lathrop comprise approximately 15 percent of the total number of units. Of these households, 27 percent are considered below poverty level. This figure represents 3 percent of the total units and approximately 20 percent of the elderly households.

Handicapped Persons

Defining the many different types and scale of handicaps is a problem. Local government utilizes the definition of "handicapped" person as contained in Section 22511.5 of the California Administrative Code for vehicle and building code enforcement. A handicapped person (disabled person) is defined as:

1. Any person who has lost, or has lost the use of, one or more lower extremities or both hands, or who has significant limitation in the use of lower extremities, or who has a diagnosed disease or disorder which substantially impairs or interferes with mobility, or who is so severely disabled as to be unable to move without the aid of an assistant device.
2. Any person who is blind to such an extent that the person's central visual acuity does not exceed 20/200 in the better eye, with corrective lenses, as measured by the Snellen test, or visual acuity that is greater than 20/200, but with a limitation in the field of vision such that the widest diameter of the visual field subtends an angle not greater than 20 degrees.
3. Any person who suffers from lung disease to such an extent that his forced (respiratory) expiratory volume for one second is less than one liter.
4. Any person who is impaired by cardiovascular disease to the extent that his functional limitations are classified in severity as Class III or Class IV according to standards accepted by the American Heart Association.

Handicapped persons often require specially designed dwellings to permit free access not only within the dwelling, but to and from the site. Special modifications to permit free access are very important. The California Administrative Code Title 24 requirements mandate that public buildings, including motels and hotels, require that structural standards permit wheelchair access. Ramps, larger door widths, restroom modifications, etc., enable free access to the handicapped. Such standards are not mandatory of new single family or multi-family residential construction.

Like the elderly, the handicapped also have special needs based on location. Many desire to be located near public facilities, and especially near public transportation facilities that provide service to the handicapped. It should be noted that many government programs which group seniors and handicapped persons together (such as HUD Section 202 housing) are inadequate and often do not serve the needs of the handicapped.

Currently, it is estimated that 100 households (4.9% of Lathrop's total) contained members who were unable to work because of a disability.

Large Family Households

Large families are indicative not only of those households that require larger dwellings to meet their housing needs, but also are reflective of a large number that live below the poverty level. Within Lathrop, the number of large families is 183 or about 9 percent of total households.

Families with Female Head of Households

Families with female heads of household experience a high incidence of poverty. This is due to a need to provide for child care and other related expenses in addition to housing. These increased costs often result in an inability to rent or buy adequate housing. Of the 71 female head of households identified in Lathrop, 20 are below the poverty level. This represents 28 percent of the female heads of households and 3.5% of total households in Lathrop.

Assisted Housing Needs

An important characteristic of housing need is emerging throughout California's cities and counties as a result of the conversion of assisted housing to market rate housing for projects where time periods originally required to maintain government assisted housing have expired. Fortunately for Lathrop, there are no assisted housing projects where displacement of households can occur.

Farmworkers

The San Joaquin County Housing Authority has estimated that at least 500 more farm labor housing units must be built to accommodate future needs. An upper limit of 750 additional units has been estimated as part of the technical studies prepared in conjunction with the proposed San Joaquin County General Plan. Based on Lathrop's percentage of the total 1990 County-wide population (1.42%), Lathrop's share of additional farmworker housing need would be seven (7) units. Since the need is for seasonal workers and their families rather than for permanent year-round housing, this share would be met best by cooperation with the County Housing Authority in locating sites within the sub-region where additional units can be built with a sufficient number of units to gain economies of scale in construction and on-going maintenance of housing facilities.

QUANTIFIED HOUSING OBJECTIVES

Between 1980 and 1990, the population of Lathrop increased by almost 80 percent, while the total number of housing units had grown by nearly 72 percent. Projections indicate that the total population of Lathrop will expand from 6,841 in 1990 to about 8,560 by 1996. This population increase will necessitate a significant increase in the number and type of housing units to be constructed within Lathrop. While an aggressive level of annexation may not be immediately necessary to meet housing needs, an aggressive program must be in place as soon as reasonably possible to assure the continuing availability of lands necessary to accommodate the development of new houses beyond 1997. The timing required to accomplish annexation of lands within Sub-Plan Area #2 is complicated by the requirement to aggregate land for development at the right locations and the requirement to achieve cancellation of Williamson Act contracts for much of the acreage. Residential development west of I-5 is not expected to begin until 1993-1994, after one or more Specific Plans have been adopted and the capability for added wastewater treatment and water supply is assured.

Quantified housing objectives to the year 1997 are shown in Table IV-7. The totals assume that the City will be successful in eliminating the dilapidated housing units and in rehabilitating existing units that are deteriorating. Of the 1,084 new units projected, the number and percentage by income group would be as follows:

-	Very Low Income:	=	261	[24.05%]
-	Low Income:	=	205	[18.88%]
-	Moderate Income:	=	226	[20.84%]
-	Above Moderate:	=	393	[36.23%]

TABLE IV-7
QUANTIFIED HOUSING OBJECTIVES, 1990-1997¹⁰

HOUSEHOLDS	New Construction	Demolition/New Construction	Rehabilitation	Totals
Existing	-0-	5	87	92
Future	1,084	-0-	-0-	1,084
TOTALS	1,084	5	87	1,176

CONSTRAINTS ON HOUSING DEVELOPMENT

A number of factors affect the ability of the private sector to respond to the demand for housing and constrain the maintenance, improvement, or development of housing for all economic groups. Constraints, however, can generally be translated into increased costs to provide housing and fall into two basic categories: governmental and non-governmental.

Governmental Constraints

Governmental constraints are potential and actual policies, standards, requirements, or actions imposed by the various levels of government on development. Although federal and state programs and agencies play a role in the imposition of governmental constraints, they are beyond the influence of local government and cannot be effectively addressed in this document.

Land Use Controls:

Land use controls include standards of development (often expressed as policies) contained in the General Plan, and development regulations (often expressed as minimum standards) included within the City's Zoning and Subdivision Ordinances. Zoning is essentially a means of insuring that the land uses of a community are properly situated in relation to one another, providing adequate space for each type of development. Zoning regulations control such features as height and bulk of buildings, lot area, yard setbacks, population density, the building use, parking and other physical features. Zoning regulations also impose requirements for off-site improvements for residential projects created by means other than the subdivision process (e.g., Planned Development and Site Plan Review). If zoning standards are too rigid and do not allow sufficient land use flexibility, then development costs may increase while development interest may decrease.

The Subdivision Ordinance governs the process of converting raw land into building sites. It allows the City to control the internal design of each new subdivision so that its pattern of streets, lots, public utilities, etc. will be safe, pleasant and economical to maintain. Again, overly restrictive standards will result in greater land development costs and/or lack of development interest.

¹⁰ Abstracted from Table 1, Regional Fair Share Housing Plan, page 3.

Building Codes:

Building codes regulate the physical construction of dwellings and include plumbing, electrical, and mechanical divisions. The City follows the Uniform Building Code as established by State Law, and, as such, has little control over State standards.

Site Improvements:

Site improvements are regulated by the Parcel and Subdivision Ordinances and through conditions and standards imposed through the City's Site Plan Review process. Site improvements include such things as required off-street parking, landscaping, walls, signage, and utility systems. In order to reduce housing costs, the City should not attempt to require any improvements other than those that are deemed necessary to maintain the public health, safety, and welfare.

Fees:

Although development processing fees do contribute to the total cost of development, and therefore, housing cost, they generally do not increase the cost of housing to the substantial extent often claimed. However, exactions for development or improvement of infrastructure (such as freeway interchange improvements, Arterial streets, intersection signalization, and water and sewer trunk line extension) and for public facilities (such as parks, schools and fire stations) can add considerably to housing cost. In a housing market where a considerable gap typically exists between housing need and housing affordability, such costs add to the full range of housing constraints that limit the feasibility of rental or purchase housing.

Non-Governmental Constraints

Non-governmental constraints are those which are generated by the private sector and which are beyond the control of local governments. A few of the impacts of non-governmental constraints can be mitigated to a minimal extent by local governmental actions, but usually the effects are very localized and have little influence on total housing need and availability within the local market area.

Non-governmental constraints to the provision of affordable housing continue to reflect increasing costs of land, labor, construction and capital which combine to establish the development cost and the basis for determining market value. As the Northern San Joaquin Valley region continues to be targeted for housing construction to meet the needs of employees who work in the San Francisco Bay Area, land price has escalated steadily to where affordability even for the commuter market is being threatened.

Availability and Cost of Financing:

At the present time, there exists sufficient monies within the private investment community and banks to provide for adequate financial resources to provide for continuing development. However, loan to value ratios have decreased significantly and lenders are far less willing to loan on projects that are not demonstrated to have a high probability of success. In addition, those developers that have a proven record of successful development are far more likely to have financing approved than a developer with little or no experience.

Interest rates for both construction and take-out financing have more impact on the affordability of housing than any other one factor. The interest rate, coupled with the availability of financing, is responsible to a large extent for the increasing number of households which cannot afford home ownership. To mitigate the impact of current interest rates, local government would have to find a means of subsidizing those rates for the home buyer or developer, or both. This has been accomplished primarily through the sale of mortgage revenue bonds in the past, but the present economic situation, coupled with changes in federal law governing the issuance of such bonds, makes this alternative more and more difficult, particularly for purchase of single family housing.

Price of Land:

According to the California Building Industry Association, the cost of land represents an ever-increasing proportion of the total housing development cost, although it has much less impact on the maintenance and improvement of existing stock. In 1990, land cost represented an average of 40 percent of the cost of a new home in California.

Mitigation measures dealing with land costs which are open to local governments include the use of Community Development Block Grant funds to write down land costs and utilization of government-owned, surplus land for housing projects. Neither one of these options may be available to small jurisdictions. In both cases, the kind of housing most likely to benefit is assisted, low-income housing funded through a State or Federal program.

Cost of Construction:

Rising costs of labor and materials have contributed to the non-governmental constraints on housing development and improvement. These costs were a substantial part of the increased housing costs during the 1980's. Builders passed those increases along to the home buyer or renter. In addition, one of the most significant results of Proposition 13, passed by the voters of California in 1978, was the severe limitation imposed on the development of infrastructure. These costs can no longer be passed on to the taxpayer by the local jurisdiction and must be borne by the developer who then must pass them along by increasing the cost of housing or rents.

Local governments can utilize Community Development Block Grant funds to write down the cost of construction; the preferred method being the financing of infrastructure improvements.

Availability of Sites for Low/Moderate Income Housing

In order to attain the quantified housing objectives described above by the year 1997, the City and the private sector will need to initiate the construction of housing that can overcome the constraints described above sufficiently to produce the needed housing units. The first step in the process is to identify potential sites where the needed infrastructure either is or will be in place, and where factors affecting development can be managed to produce the needed number of low/moderate income housing units.

Sites that are available with respect to infrastructure requirements are scattered throughout the older housing areas of the community. The only significant vacant acreage remaining as a single site involves the Country Squire project site north of Lathrop Acres. Policies that will work toward achieving the quantified housing objectives for low/moderate income households are discussed in the subsections which follow.

HOUSING GOALS, POLICIES AND PROGRAMS

Housing Goals

1. To promote and ensure provision of adequate housing for all persons regardless of age, race, sex, marital status, ethnic background, income or other arbitrary factors.
2. To promote and ensure the provision of housing selection by location, type, price and tenure.
3. To develop a balanced residential environment with access to employment opportunities, community facilities and adequate services.
4. To promote and ensure open and free choice of housing for all.
5. To promote efficient use of land available for housing.
6. To conserve and maintain the housing stock.

Housing Policies

Adequate Provision of Housing Sites:

1. Low and moderate income housing sites should be selected so as to avoid excessive concentrations of such housing within any of the residential neighborhoods of the City.
2. Encourage in-fill housing in residential districts where essential services are available.
3. The City will support the expansion of housing opportunities for the elderly, handicapped, minority and other low income groups through the following:
 - a. The promotion of housing sites for the elderly and handicapped which are within reasonable proximity to transportation services, medical facilities, recreation areas and convenience shopping facilities, and where reasonable security by police and fire protection services can be assured.
 - b. Encourage and pursue programs to assist the poor and elderly to rehabilitate deteriorating housing.
 - c. Encourage new housing units which are adaptable for handicapped households. This can be accomplished by City staff at the review stage by assuring the elimination of barriers and by provisions for special handicapped needs such as lowered switches and flush doorways.
 - d. Maintain a housing directory and referral service which is accessible to the handicapped.

Increasing the Supply of Affordable and Accessible Housing:

4. The City will explore participation in various federal and state housing bond programs, and will encourage the utilization of programs which would allow local households of moderate income to purchase homes including the use of Marks-Roos bonds to assist in underwriting improvement costs.
5. Manufactured housing is considered as an alternative to stick-built housing as a means to improve housing affordability for low and moderate income groups. This includes mobile homes on permanent foundations on separate lots or within mobile home parks.
6. The City will encourage participation by individuals, households and the building community in various federal and state programs intended to improve housing opportunity, including housing that might be made available under programs of the Farmers Home Administration, Self-Help and Community Development Block Grants.

Implementation and Monitoring:

7. It is the policy of the City to make information available on housing programs, housing availability and assistance to all residents of the community. This is to be accomplished in part by the publication and maintenance of a "Housing Information and Referral Brochure".
8. The City will maintain an efficient process for the review and approval of zoning and building permits for new housing construction and remodeling, and will maintain an equitable fee structure for such review.
9. Based upon competent community-wide housing market analysis, the City will: maintain an adequate ratio of about 70% single family homes to 30% non-single family, including apartments, to allow choice, affordability and availability in housing types; encourage an increase in home ownership; require that proposed income or rental subsidy apartment projects be justified by features of design, livability and availability of community services.
10. The development of single-family housing on small lots under 6,000 sq. ft. in area can be considered as an alternative to meeting affordable housing needs otherwise requiring apartment development.
11. The City will administer strict enforcement of building and housing codes to achieve demolition of dilapidated houses, and actively pursue condemnation of vacant dilapidated housing units.
12. Mobile home parks will be considered as Medium Density multi-family residential developments.

Preservation and Conservation of Existing Neighborhoods:

13. Conserve and maintain the existing housing stock through building inspection, participation in housing rehabilitation programs and the enforcement of weed abatement and other nuisance abatement programs.
14. Seek methods to alleviate overcrowding, including provision for some three or more bedroom apartments in new multi-family projects.

15. Assure that residential zoning is appropriate for areas where single-family use is predominant.

Adequate Housing for All Socio-Economic Segments of the Population:

16. Require use of Planned Development (PD) procedures of the Zoning Ordinance for multi-family projects involving 20 or more units.
17. Waive or permit modification of selected development standards under PD zoning procedures for affordable housing projects where design proposals achieve the functional equivalent of existing improvement standards. The burden of proof for making a case for modification or waiver shall rest with the project applicant. This policy extends to any residential project at any level of density permitted by the General Plan.
18. In connection with Policies #10 and #16, above, permit smaller lots with a minimum of 5,000 square feet for subdivisions where housing units are designed specifically for the small lot under PD procedures. This will provide an opportunity for entry-level purchase housing as an alternative to multi-family rental for many households.
19. Grant density bonuses for low-moderate, low and very low income households as required by State Law.
20. Grant density bonuses under PD zoning procedures in areas of Medium Density for projects which do not qualify under Policy #18, above, if a project is judged successfully against quantitative and qualitative criteria which assures design excellence and the provision of amenities not normally provided under conventional approaches to residential project design.
21. Require the phased development of residential projects where appropriate as a means to mitigate potential adverse impacts of a proposed project.
22. Devise standards of landscaped open space and recreation area to apply to multi-family projects.

Five Year Action Plan - Housing Programs

The most important housing-related program planned by the City for implementation beginning in 1992 will be the creation of a Redevelopment Agency, the adoption of a Redevelopment Plan, the designation of project areas, and the preparation of plans for the systematic elimination of blighted conditions within existing residential areas and the provision of replacement housing where necessary.

Other housing programs that have merit for application to Lathrop are detailed in the complete County Housing Element document on file in the City's Planning Department. A decision on which of these programs will have the greatest merit for application in Lathrop is best withheld until the housing recommendations of the Redevelopment Program have been identified and approved by the Redevelopment Agency.

Density Bonuses as an Incentive to Affordable Housing:

State Housing Policy

State housing policy declares that a severe shortage of affordable housing exists, especially for persons of low and moderate income, and that there is an immediate need to encourage the development of new housing to accomplish all of the following:

1. Expedite the local residential development process.
2. Assure the availability of sufficient land at densities high enough for the construction of affordable housing.
3. Assure that local governments make a diligent effort (through the administration of land use and development controls and the provision of regulatory concessions and incentives) to significantly reduce housing development costs and thereby facilitate the development of affordable housing, including housing for elderly persons and families.

The State Legislature has further declared that the costs of new housing have increased, in part, by the existing permit process and land use regulations, and that vitally needed housing has been halted or rendered infeasible despite the public benefits of such housing and despite the absence of adverse environmental impacts.¹¹ As a consequence, legislation has been enacted which provides greater encouragement for local and state governments to approve needed and sound housing developments.

Density Bonus Provisions of State Law

The City of Lathrop is empowered to grant density bonuses (i.e., a density increase of at least 25% of the otherwise maximum residential density allowed under the General plan and any applicable ordinances). The complete law in this regard is described under Section 65915 of the Planning and Zoning Law. In summary, the Law provides for the following:

1. When the City receives a housing development proposal, it shall provide the housing developer with incentives for the production of lower income housing. The method of providing incentives shall be specified by local ordinance.
2. When at least 20% of the total number of proposed housing units would be for "low" income households as defined by law [50% to 80% of the median income for San Joaquin County], or 10% of the total number of units is for "very low" income households [under 50% of the County median income], or 50% of the total number of units is for "qualified" renters, the City shall either grant a density bonus and at least one specified type of "concession" [see Item 6., below] or provide other incentives of equivalent financial value.
3. The phrase "density bonus" means a density increase of at least 25% of the otherwise maximum allowable residential density under the General Plan and Zoning Ordinance. The density bonus shall apply to "housing developments" involving five or more dwelling units.¹²

¹¹ Section 65913 (b), Chapter 4.2, Division 1, Title 7 of the Planning and Zoning Law.

¹² The density bonus cannot be included when determining the number of housing units which is equal to either 10% or 20% of the total.

4. "Housing development" means one or more groups of residential projects to be constructed in areas of planned residential development. In calculating the density bonus, the residential units do not have to be based on individual subdivisions or parcels, and the bonus units may be located in areas of the housing development other than areas where lower income housing units are located.
5. An "incentive" or "concession" (other than the granting of a density bonus) means any of the following:
 - a. A reduction in site development standards or a modification of zoning code or architectural design requirements which exceed the minimum building standards approved by the State Building Standards Commission. Examples include a reduction in setback and site area requirements, or a reduction in off-street parking requirements.
 - b. Approval of mixed use zoning, if commercial, office or other land uses are made compatible with the proposed housing project and the existing or planned development in the area.
 - c. Other actions which result in identifiable cost reductions.
6. If a developer agrees to meet both the 20% low income and 10% very low income criteria described above, the developer would be entitled to only one density bonus but would also be entitled to at least one additional concession or incentive.

Limitations to Meeting Needs of the Regional Housing Market:

Housing policies of the General Plan do not accept the proposition that Lathrop should accommodate whatever housing proposals may be submitted to the City, regardless of market orientation. Rather, the General Plan is intended to emphasize the need for balance between local and regional demands. If this policy is not adhered to within reasonable limits, then the regional market could easily absorb most of the units constructed leaving local demand by employees of new commerce and industry in the Lathrop area unsatisfied.

The rate at which housing is to be developed within the Lathrop Growth Center will be governed by a system which seeks the following:

1. A reasonable on-going balance between costs of providing governmental services and facilities and the revenues generated by new development.
2. Maintaining a reasonable balance in the ratio of local housing that is supported by local jobs.
3. Reduction in adverse effects upon the existing environment.
4. Attainment of goals and policies of the Housing Section of the Community Development Element of the General Plan.

Adequate Provision of Housing Sites:

1. The City will actively encourage property owners and developers to pursue the cancellation of Williamson Act contracts and the annexation of lands designated by the General Plan for residential development in sufficient time so as to avoid interruption in meeting housing needs.

The County of San Joaquin holds unincorporated land within the City's planned urban area in reserve, zoning it as Limited Agriculture with a minimum parcel size of twenty acres. This keeps the land in parcel sizes which can accommodate future urbanization and precludes the development of uses incompatible with urban development. These reserve areas constitute the major inventory of Lathrop's sites for future housing and are to be annexed to the City for development in accordance with the phasing programs prescribed by adopted Specific Plans.

Year: Ongoing as housing needs occurs
Responsible Agency: Property owners/developers, with Planning Department assistance
Funding Source: Annexation fees; General Fund

2. The City will investigate ways to encourage urban infill on limited vacant acreage within Sub-Plan Area #1. Programs will be formulated for identifying and providing incentives through redevelopment planning and programming.

Year: Ongoing
Responsible Agency: City Redevelopment Agency; Planning Department
Funding Source: Redevelopment funds; General Fund

3. The City will maintain residential land use policies which will assure the availability of adequate sites for rental housing, factory built housing and mobile homes. This will be accomplished in part by providing residential zoning regulations that are consistent with this objective, including assuring adequately zoned lands for Medium and High Density, considering mobilehome parks as an appropriate conditional use within Medium Density areas, and allowing factory built housing as a permitted use within Low Density areas subject to reasonable design standards as permitted by State Law.

Year: 1992 and Ongoing
Responsible Agency: Planning Department; City Council
Funding Source: General Funds

Programs for Very Low and Low Income:

In the past 30 years, private industry has been unable to produce housing affordable by the lower-income family. Current trends indicate that other segments of the housing market may present similar problems in the future. Evidence indicates that moderate-income families are finding it increasingly difficult to satisfy their housing needs in today's market. Since 1970, it is estimated that the rates of increase in rental cost and sales prices have been twice as great as the increase in median income. Should the income-to-cost disparities continue to increase in the years ahead, the ability of the housing industry to produce affordable housing for this large segment of (City's) population may be seriously diminished.

1. The City will encourage developers to apply for FmHA 502 Interest Subsidy programs which provide loans to households of low/moderate income for the purchase of new housing.

Year: Ongoing
Responsible Agency: Developers, with City Planning Department and County Community Development Department assistance
Funding Source: Farmers Home Administration; administration fees

2. The City will participate with San Joaquin County in securing State and Federal Housing program assistance as it may become available.

3. The City will encourage developers to apply for HUD Section 8 - New Construction allocations which provide Housing Assistance Payments to guarantee rent assistance payments to qualified renters for up to 20 years.

Year: Ongoing
Responsible Agency: Developers
Funding sources: HUD; administration fees

4. The City will support the County Housing Authority's implementation of the conventional Public Housing Rental Program, and the Section 8 Existing Program, which provide rent subsidies directly to participant landlords.

Year: Ongoing
Responsible Agency: County Housing Authority
Funding Source: HUD

5. The City will encourage developers to apply for FmHA 515 loans for subsidizing the construction of rental housing.

Year: Ongoing
Responsible Agency: Private developers with City Planning Department assistance
Funding Source: Farmers Home Administration; administration fees

Housing Rehabilitation and Conservation:

1. The City will apply for Community Development Block Grants through the County's application review process for the administration of loans to low income households for the rehabilitation of deteriorating housing.

Year: Ongoing
Responsible Agency: City Planning Department and County Department of Community Development
Funding Source: Community Development Block Grant

2. The City will examine the full range of Federal and State assisted housing loan and grant programs for achieving the rehabilitation of deteriorating housing during preparation of its Redevelopment

Plan and subsequent Project Area Plans, selecting those programs to pursue which best fit the needs of Lathrop property owners in need of assistance.

Housing to Accommodate Special Needs:

1. The City will encourage non-profit sponsors to apply for HUD Section 202 allocations for the construction of rental housing for seniors and the handicapped. Should funding become available, the City will assist in locating appropriate sites and the use of other programs that may be available either to reduce site costs or fund infrastructure improvements.

Alleviation of Governmental Constraints:

1. In developing its first General Plan, zoning and subdivision regulations and development fee structure, the City will consider the impacts of these measures on the provision of affordable housing. As it administers these programs, the City will monitor their effect on housing cost and take such additional steps to alleviate costs as may be appropriate in consideration of the full range and diversity of public interest issues that may be involved.

Promotion of Equal Housing Opportunity:

1. The City will support the County establishment of an inter-agency task force to determine the effectiveness of existing programs in complying with federal equal opportunity objectives and will request that the Task Force include City representation.

Year:

Ongoing

Responsible Agency:

Lathrop Planning and Building Departments

Funding Source:

Community Development Block Grant

2. The City will direct residents with discrimination complaints to the State Department of Fair Employment and Housing or the County Department of Weights, Measures, and Consumer protection.

Year:

Ongoing

Responsible Agency:

State Department of Fair Employment and Housing; San Joaquin County Department of Weights, Measures, and Consumer Protection Affairs

Funding Source:

State Funding: Community Development Block Grant (for housing discrimination only).

SECTION D - WATER, SEWERAGE, DRAINAGE & FLOOD CONTROL

INTRODUCTION

Section D of the Community Development Element is intended to provide guidance for the elimination of deficiencies in existing utility services and obstacles to the expansion of utility services to adequately serve existing and future development within the Lathrop planning area. The four components of this section require careful interrelated planning and management, and particularly with respect to combined effects on water demand, available water sources and the groundwater basin. These three considerations in water management are paramount in their combined importance to achieving the full potential of urbanization depicted by the General Plan Diagram. [Note: Solid waste management is discussed in Part V under "Open Space for Health, Welfare and Well-Being".]

The policies and proposals which follow describe the conditions to be considered and the "concepts" to be followed in developing master plans for water supply, sewerage and drainage/flood control. Given agreement on the concepts of service proposed, detailed master plans for these utility services will be prepared as guides for (and where feasible in conjunction with) the preparation of Specific Plans for the City's sub-plan areas.

A STRATEGY AND PROGRAM FOR MEETING REQUIREMENTS FOR MUNICIPAL WATER SUPPLIES

The City of Lathrop currently derives all of its domestic water supplies from well fields and a distribution system developed by the Lathrop County Water District prior to Lathrop's incorporation. On July 1, 1991, the Lathrop County Water District was merged with the City as the Water Division of the Public Works Department. The City's water service area encompasses most of the developed land between Interstate 5 and the Southern Pacific Railroad north of Louise Avenue, along with some agricultural acreage along the Dos Reis Road corridor extending west of I-5 to the San Joaquin River.

Groundwater quality in the area generally west of the S.P. Railroad remains a problem for the City primarily because of salt water intrusion and pollution from agricultural and industrial sources. The potential for salt water intrusion is especially significant as an obstacle to having a dependable long-term supply of groundwater to meet the needs of the expanding urban area as depicted by the General Plan Diagram. The potential limitation on water supplies posed by the continued overdraft of groundwater throughout the region continues to be a matter of continuing serious concern.

Studies conducted during preparation of the General Plan suggest that the City should pursue a strategy and program which will draw on several water sources for assuring the availability of a firm supply of good quality water to meet the needs of urban expansion. These sources include but are not necessarily limited to the following:

1. Obtain rights to groundwater in the vicinity of Oakwood Lakes south of Interstate 5 and State Route 120.
2. Convert riparian and appropriative rights to San Joaquin River water for agricultural use to urban use.

3. Obtain water from either the South San Joaquin Irrigation District or Stockton East Water District.
4. Purchase, transport and upgrade water that is or may become available from watersheds outside the immediate Lathrop area.
5. Existing developed groundwater resources.

The studies also indicate that the community needs to plan to meet an eventual water need of approximately 5.0 million gallons/day (MGD), or about 5,640 acre feet per year. This need is based on a planned population of 30,000. Approximately 6,000 additional acre feet would be required as follows: recreation residential = 720; industrial = 1,570; and, commercial recreation = 3,690. These calculations are conservatively based on the high side. The 5,640 acre feet needed for the permanent population of 30,000 is also sufficient to meet the needs of retail commercial east of the river.

The Basic Strategy

The basic strategy proposed is to perfect an initial firm supply of water of sufficient quantity and quality to assure significant urban expansion during the remainder of the 1990's, while other sources are further investigated, negotiated and perfected to meet all future needs. To achieve this objective, steps should be followed simultaneously if possible in order to meet water needs for the area of urban expansion east of the San Joaquin River (Sub-Plan Areas #1 and #2) and for Gold Rush City (Sub-Plan Area #3) west of the River. As an on-going responsibility, the City will develop and maintain its existing groundwater resources within the City Limits for as long a period of time as may be possible.

Potential Availability of Good Quality Groundwater

For SPA's #1 and #2, obtaining the rights to firm supplies of good quality groundwater on lands of deep sand deposits in the vicinity of Oakwood Lakes could be a logical first step. A series of rulings and discharge requirements applied to Oakwood's operations appear to give it the "right" to extract some 9,000 acre-feet per year and to sell and transport water. Because of interests expressed by the City of Tracy in these groundwater supplies, it may be appropriate for Lathrop to participate in an agreement that gives appropriate consideration to the interests of both cities.

Groundwater aquifers at Oakwood Lakes and directly west of the River between the Union Pacific Railroad and the I-5 merge are somewhat unique for the area in that they are fairly shallow, being supplied by the underground movement of water from the areas east of Lathrop and Manteca. These aquifers do not appear to be connected to those where the City now obtains its water supplies and which may become adversely affected by saltwater intrusion in the future.

Converting Agricultural Water Rights to Urban Use

Concurrent with obtaining rights to groundwater, the City should work with the Gold Rush City development group in obtaining rights to convert agricultural water entitlements for the Stewart Tract to urban use. Water Right License No. 2637 appropriates water from the San Joaquin River for agricultural use on lands of the Stewart Tract. This License would provide enough water for urban expansion of both the Stewart Tract and the area east of the San Joaquin River if conversion to urban use is authorized.

Modification of the license to allow urban water use requires action by the Division of Water Rights of the State Water Resources Control Board.

An application to the Division of Water Rights would be made by the owner of License No. 2637. For Gold Rush City, it will be important to retain the right to agricultural use of water for lands which will continue in agricultural use under phased development. Agricultural operations may remain for many years, but only if current irrigation waters continue to be available.

Participation with the South San Joaquin Irrigation District

The South San Joaquin Irrigation District was founded in 1910 to build the original Melones dam on the Stanislaus River and deliver irrigation water to farmers within the river's watershed served by the District. The role of the SSJID has changed over time. While retaining its name, the District's role is becoming that of a supplier of municipal water. The District commissioned a study recently of the needs and feasibility of supplying Manteca and Lathrop. A Phase 1 study has demonstrated the merit of the District developing a better source of municipal water by using good quality surface water from the Stanislaus River.¹ The District's objective is to become the wholesaler of treated water to serve several cities and communities, including Lathrop.

The District is examining the feasibility of serving 5-6 communities in addition to Lathrop. Lathrop may have to annex to the District as the most northerly and westerly community to be served. The District's present approach is to use Stanislaus River water stored behind New Melones Dam as the basic source of supply. This water would flow by gravity with further storage in Tulloch Reservoir (behind Goodwin Dam). Water would then be diverted to a treatment plant where only minimal treatment would be required, with conveyance via a pipeline to take-off points at each community. An example of the extensiveness of this plan is the municipal water target of 150,000 acre feet/year, with a peak flow of 200 MGD.

Participation with the Stockton East Water District

This alternative is similar to the previous one but involves the Stockton East Water District as the vendor. The Stockton East District obtains its water from the Calaveras and Mokelumne Rivers, with storage in Hogan and Comanche Reservoirs. More recently, Stockton East has obtained some water rights on the Stanislaus River, with take-off below Goodwin Dam. The major differences between participating with the SSJID and Stockton East Water District are that Stockton East already has a water treatment plant in operation, and the City of Stockton is its major customer.

Obtaining Rights to Other Waters of the Region

A possibility exists that the City of Lathrop can purchase rights to waters from one of several watersheds where unappropriated waters either exist now or will exist under regional and state plans for developing water projects that will expand the availability of water for municipal and industrial use. Potential sources of high quality water include the Stanislaus and Calaveras Rivers. Through programs of water exchange, it may also be possible to obtain waters from other sources which drain to the Sacramento-San Joaquin Delta. By exchanging water with other users, high costs of water transport can possibly be avoided.

¹ City of Manteca and Lathrop County Water District: Water Resource Evaluation, Phase 1, Prepared for the South San Joaquin Water District, Montgomery Engineers, September, 1989.

An important consideration of any exchange or transport of water from other areas is that existing flow regimes of some rivers and Delta waterways that might be involved are considered inadequate by the State Lands Commission to protect public trust resources, such as spawning fisheries. Therefore, the intent of any water exchange, diversion and transport must avoid any net decrease in river flows and if possible increase flows in the San Joaquin River to the point at Lathrop where waters would be pumped from the River for treatment and domestic use.

Legal Considerations

Legal considerations will likely affect the selection of the final strategy for obtaining water even more than the technical and financial considerations involved.

Plan Policies and Proposals

Assuming that the City could obtain locally available groundwater for initial treatment and distribution, a location for a water treatment plant should be selected which will optimize water treatment if multiple sources of water become a reality. In addition to the strategy recommended above for obtaining firm supplies of water, the following policies provide guidance for preparation of the Water System Master Plan and progressive development of a water treatment and distribution system(s) to meet the needs of the future urban pattern.

1. The City of Lathrop is the most logical governmental entity to assume management responsibility for water service to the developing urban pattern. Development within the City's three sub-plan areas is to be served by the City under development agreements between the City and project developers.
2. Urban development outside the existing city limits shall not be allowed to occur until reasonable certainty is established that additional firm supplies of potable water will be available to meet the needs of urban expansion into perpetuity.
3. The Water System Master Plan should provide for the eventual integration of the water well and distribution system serving the existing community with the system(s) needed to serve areas of urban expansion to avoid potential future problems of groundwater quality associated with the existing system.
4. In developing additional groundwater sources to meet requirements for firm water supply, the City will be required to meet State and Federal standards of water quality, including concern for such factors as taste, odor control, color, removal of any unique compounds of minerals identified through water testing, and need for disinfection and/or residual chlorination.
5. Pressurized water for fire suppression should be available at flows in the range of 1000 gpm (for all residential areas) to 3000 gpm (for commercial, industrial and institutional areas) for a period of 60 to 120 minutes over and above normal community water uses. The City Fire Chief is to be consulted in establishing specific fire suppression plans for new development, including the need for automatic sprinkling systems in non-residential and multi-family residential developments and the need for above-ground storage to assure capacity for required periods of fire flow.

6. The specialized needs for fire suppression in large-scale commercial developments planned for the Gold Rush City are to be addressed in the Water System Master Plan.

WASTEWATER MANAGEMENT REQUIREMENTS

As used here, "wastewater management" involves the collection, treatment and disposal of domestic sanitary sewage, with a level of treatment that will allow different levels of treatment for reuse of the effluent for the irrigation of public park, recreation and open space areas. It is anticipated that all treated wastewater would be discharged to land under a Regional Water Quality Control Board Waste Discharge Requirement, with some possibility of seasonal discharge of treated effluent to the San Joaquin River.

Collection, Treatment and Disposal Concepts

A First Stage System to Serve the Three Sub-Plan Areas

During early stages of the planning process, it was intended that separate sewerage systems be developed to manage wastewater generated by urban expansion east and west of the San Joaquin River. Initially, However, a wastewater management concept is now being considered that would permit a three-way connection to a treatment facility to serve lands north of Lathrop Acres in S-P Area #1, residential and commercial expansion in S-P Area #2 and first phase development of Gold Rush City in S-P Area #3. This might be possible by locating the treatment plant at a location within SPA #2 where it would be feasible to extend separate trunk lines into the three Sub-Plan areas. For Gold Rush City, this approach would satisfy demand until a point when a separate treatment plant on the Stewart Tract becomes justified. At that time, the amount of capacity extended to Gold Rush City would be made available for further demand generated east of the San Joaquin River. This approach also has merit from the standpoint of reducing the potential for growth inducement beyond that envisioned by the General Plan

Flexibility will be needed to meet the needs of developing areas within the existing City limits until major new treatment plants are available. Such flexibility might include the exchange of rights to treatment capacity under the planned Phase 2 expansion of the Manteca Treatment Plant, and/or the use of alternate smaller permanent plants on an interim basis, to meet the needs of developing areas north of Lathrop Acres. An example is provided by recent City approval of a small permanent type plant for the Crossroads Industrial Park which would not otherwise be served by a new permanent system located west of I-5 for a number of years.

The amount of acreage required for detention ponds will vary with the season, and will require determination during preparation of the Sewerage System Master Plan. During warmer months from April through October, detention ponds close to the treatment plant need only be large enough to assure adequate capacity prior to re-use as irrigation water and for lakes. However, the demand for capacity increases during November through March when irrigation demand will be low. This will therefore require that other land be available either close to or away from the treatment plant for added detention, or that permission be obtained from the State for seasonal discharge to the San Joaquin River, or both. An alternative use of wastewater during the wet season is application to open space lands for creating and enhancing wildlife habitat. This is proposed in conjunction with an eventual separate treatment and disposal facility for Gold Rush City (see below).

Ultimate Wastewater Management for Gold Rush City

Once substantial development occurs or is assured, one major sewerage system is envisioned for Gold Rush City, with the treatment plant and detention ponds located on high ground along Paradise Cut. This general location is dictated by the need to maintain a separation of approximately five feet (5') of unsaturated soil between the bottom of the detention ponds and the generally high water table that affects the Stewart Tract. However, maintaining this separation during wet years may not be possible because of a rise in the water table that could saturate all soils. As a hedge against such an event, additional lands will be required for detention even if seasonal discharge of excess treated effluent to the San Joaquin River system is permitted. An especially useful way to utilize excess water during wet years is discharge to one or more detention basins to be managed as part of a wildlife management area. Such an area is "illustrated" on the General Plan Diagram at the most westerly end of the Stewart Tract. Treatment plant location along the middle reaches of Paradise Cut would be central to the area ultimately envisioned for development by the General Plan.

An alternative may be the development of a new regional plant for joint use with the City of Tracy. The concept of a regional plant may have merit because of the proximity of the Stewart Tract to sectors of proposed urban expansion in east Tracy. The feasibility of this concept will be examined during preparation of Lathrop's Sewerage System Master Plan.

Recycling and Reuse

The recycling of treated wastewater occurs after soil filtration is complete and beneficial reuse is possible. Reuse of treated wastewater for recreation area irrigation (e.g., golf courses, parks, open space corridors and ornamental ponds or lakes), for wash down of commercial areas, and to enhance wildlife habitat is a major policy of the General Plan both from the standpoint of water conservation, and as a means to achieve a net reduction in the total amount of water needed for urban use as compared to continued agricultural use.

For reuse as public contact irrigation water, and for wash down of commercial areas, the effluent will have to meet local, regional, state and federal requirements of water quality, including filtration, maintenance of specified levels of suspended solids, and disinfection. The effluent could be applied by sprinkler systems or pressurized hoses overnight. Areas of application may in some cases require fencing. The third type of reuse could occur through the application of partially treated effluent. Settled effluent would be applied to fenced areas that are away from the general public and which produce commercial animal feed crops (e.g., alfalfa, native hay, milo, corn), or to productive open space managed as wildlife habitat.

A fourth alternative would involve seasonal discharge of effluent to the San Joaquin River under permit authorization of the Environmental Protection Agency and Regional Water Quality Control Board. This method would help eliminate the need for large-scale water storage during the wet season. As an example, storage requirements for Gold Rush City would require a 150 acre basin 10 feet deep. Such a pond would require location at a high elevation of the Stewart Tract to maintain minimum depths of unsaturated soils between the basin and the groundwater table.

It is to be noted that full seasonal storage will be required for the amount of effluent generated at any given time in the development process until such time that a permit for seasonal discharge is obtained. An important consideration will be whether the Regional Board may become so restrictive in approving

seasonal discharge that it will not be a feasible alternative. This could come about through the Board's monitoring program and the requirement for the Board to update waste discharge requirements every five years. In any event, the extent to which a given alternative should be applied should be determined once treatment plant projects are sized for both growth centers and site locations are established.

The Sand Filter Treatment Alternative for Temporary Use

The potential use of sand filter treatment systems on a temporary basis for limited acreage, and where early connection to a permanent sewerage system is not possible, is recognized. Each of these types of systems is not likely to exceed effluent quantities generated by 1,500 to 2,000 people (or equivalent units). These systems require little space. They can be attractively landscaped and made to fit into recreation and open space areas, and can produce a reportedly odorless effluent suitable for irrigation water effluent to areas of reuse. The limits under which such systems might be allowed on a temporary basis are to be addressed during preparation of the Sewerage System Master Plan.

18-V

Industrial Pre-treatment of Liquid Waste

As a general principal, the pretreatment of industrial waste streams will be required for any industries that could otherwise contribute excessive levels of BOD or contaminants to the sewage treatment and disposal process. Policies governing pre-treatment are to be developed during preparation of the Sewerage System Master Plan.

11-C

SURFACE WATER DRAINAGE AND FLOOD CONTROL

Parts of the older sections of Lathrop have limited drainage systems, including blocks west of Seventh Street and in Lathrop Acres north of Lathrop Road. Most of the recently developed and developing areas are served by a series of detention ponds interconnected with an outfall line extending southwest along the alignment of Louise Avenue and pumping system for disposal into the San Joaquin River.

The potential for flooding within Sub-Plan Areas #1 and #2 under conditions of a 100 year intensity storm was eliminated with the reconstruction and enlargement of the levee along the east side of the San Joaquin River in the late 1980's. This work was accomplished under the auspices of land developers to standards of the U.S. Army Corps of Engineers and of the State. The works extends from south of Interstate 5 to the Weston Ranch well north of the City, effectively protecting all of the area east of the river within the Lathrop planning area. Most of the land between the river and Interstate 5 is in irrigated agriculture, with an extensive underground piping system and an above ground system of ditches for water conveyance.

The potential for flooding within the Gold Rush City sub-plan area is significant under current conditions of levee construction and elevation. The Stewart Tract was originally cleared, diked and developed for irrigated agriculture during the early and mid 1900's. An extensive underground irrigation system is in place, and the land has been leveled to several elevations and sloped and graded for flood irrigation. Concrete pipelines at least 48' in diameter extend throughout the Tract. Flooding valves and checks control the direction of water flow. A system of open drainage ditches connects with pumping stations that dispose drainage waters to the San Joaquin River, Old River and Paradise Cut. The Stewart Tract would be nearly saturated at times without this system of ditches and pumps. A rock dam was recently installed across the south end of Paradise Cut that blocks off more of the San Joaquin River. As a consequence, less water enters and flows through the Cut along the west side of the Stewart Tract.

Major work will be required to improve the levee system surrounding the Stewart Tract before urbanization can occur. Levees around the Tract and along the San Joaquin River are "Project Levees" subject to the jurisdiction of the Corps of Engineers and State Reclamation Board. The Corps, the Reclamation Board and San Joaquin County serve as lead agencies in providing criteria, elevations and specifications for levee revetment and improvement. Stewart Tract levees were not made a part of the Corps of Engineer's Levee Survey conducted during the 1980's. Hence, there is little or no reliable field data concerning levee elevations currently available.

Elevations of project 100 year flood stages are shown on Corps maps available at the Flood Plain Management Office of the Corps in Sacramento. Stewart Tract Project 100 year flood stages range from 15' above msl (mean sea level) to 28' above msl. The high southeasterly elevation is due to railroad and road embankments with restricted flow capacities that traverse the Tract in at least four locations. Each restriction causes backwater curves that raise the flood stage elevation at a given location.

Up to 16 miles of existing levees may need rebuilding and improvement to protect the area to be urbanized from a 100 year frequency flood flow. The Drainage/Flood Control Master Plan for Gold Rush City should seek to provide protection on a phased basis consistent with phases of development proposed and approved by the City under the Specific Plan process.

The pumping of uncontaminated surface water from the three sub-plan areas to the San Joaquin River will not degrade waters of the Sacramento-San Joaquin Delta. However, uncontaminated surface water is difficult to avoid because of such contaminants as petroleum distillates from vehicles which are deposited on road and parking area surfaces. New EPA and State Water Quality regulations require the removal of certain contaminants before discharge to surface waters or groundwater. These requirements generally are governed by population and/or type of runoff water involved (i.e., commercial, industrial, residential). At this time, the conceptual approach to surface water drainage is to provide for on-site detention prior to pumping to natural water courses.

Information and analysis developed during preparation of the General Plan indicates that sufficient capacity exists in natural water courses within and adjacent to the Lathrop planning area to allow safe management and control of flood waters external to areas of proposed urbanization. The primary watercourses involved are the San Joaquin River, Old River and Paradise Cut.

13-B

Flood Control and Drainage Policies

1. Flood control and drainage construction is to meet standards set by the U.S. Corps of Engineers, the Federal Emergency Management Agency (FEMA), the California State Reclamation Board, the California Department of Water Resources, the San Joaquin County Department of Water Resources and Reclamation District No. 2062. In each case, the most conservative requirements will govern unless otherwise agreed to by the agencies involved.
2. Levees along the San Joaquin, Old River and Paradise Cut require reconstruction to elevations that meet Project levee Standards (approximately 20 feet above mean sea level at the juncture of the San Joaquin and Old River, 25 feet at Mossdale Bridge, 25 feet at Paradise Cut and Old River and 31 feet on the San Joaquin River at the union Pacific Railroad right-of-way, one-half mile south of Interstate 5. The required increase in levee height cannot be determined precisely until field mapping and soil investigations of the levees have been completed. All levee construction is to be accomplished under Encroachment Permits issued by the California State Reclamation Board.

3. Analysis shall be provided during preparation of the Drainage System Master Plan to indicate that no new flood threats will be created external to the Lathrop planning area as a result of flood control and drainage works constructed with and perimeter to the planning area.
4. The Drainage System Master Plan will require the determination of required conveyance systems and pumping stations, including the availability of standby power units for pump station operation. The financing of levee reconstruction for the Stewart Tract should provide for City management of the funds in accordance with plans approved by appropriate federal, state and local agencies. Phased levee reconstruction should be integrated with City approved plans for phased urbanization. Work should proceed under a financial program and work schedule approved by the City of Lathrop, including capital costs, costs of operation and maintenance and methods for achieving periodic repairs, reconstruction and system up-grading.
5. The Drainage System Master Plan shall include provision for sites and works that eventually may be required for the removal of surface water contaminants prior to discharge to water courses.
6. The costs of flood control facilities for the Gold Rush growth center, and for surface water drainage systems in all sub-plan areas, should be funded entirely by affected land developers. These costs must also cover the costs of City review and monitoring of work proposals, permits and land acquisitions, including legal, engineering and right-of-way work to be conducted by or for the City.
7. The costs of operating and maintaining flood control and drainage facilities by the City are to be funded through the creation of maintenance districts.
8. The design of surface water detention and conveyance facilities should provide for multi-purpose recreational and wildlife habitat use of surface waters within recreation and other open space corridors to the maximum feasible extent. Detention reservoirs should assist in controlling the rate of surface water runoff and for the control of debris, sediment and contaminants.
9. Positive control of surface water runoff and sediment during wet weather is required for all types of construction activity required as part of the urban development process. This should include requirements for avoiding excessive slopes, trapping of sediments and debris, prohibition of grading during periods of rainfall, requirements for stockpiling and reuse of native topsoil and revegetation or temporary covering of barren areas to avoid sedimentation of drainageways.

PART V

RESOURCE MANAGEMENT ELEMENT

INTRODUCTION

The Resource Management Element (RME) brings together two mandatory elements and one optional element into a single functional element of the General Plan. They are: Conservation and Open Space (mandatory) and Recreation (optional).

RELATIONSHIP TO REQUIREMENTS FOR ENVIRONMENTAL ASSESSMENT

In addition to providing important policies for the management of local resources, the RME is intended to aid the City in determining whether a proposed public or private project is likely to have an "significant effect" on the environment as defined by the California Environmental Quality Act (CEQA). Since this General Plan document also contains the General Plan EIR (see Part VIII), the document further serves as the foundation for environmental assessments for specific projects within the community. While subsequent environmental assessments, including Initial Studies, Negative Declarations and various types of EIR's, may reference and summarize material from any part of this General Plan document, the information and policy in this Section will have special relevance for many projects.

In fostering the objectives of CEQA, RME policies permit sponsors of public and private projects to consider all but the most site specific environmental factors during the earliest stages of project conception. This will avoid unnecessary risks during later stages of the development process.

OPEN SPACE CLASSIFICATION SYSTEM

For convenience and simplicity in organization and description, all General Plan elements included under the RME are covered under the following open space classification system:

- A. **Open Space for Managed Resource Production**, including prime agricultural lands, lands producing specialty crops, and lands for grazing, mineral production and water supply.
- B. **Open Space for the Preservation of Natural and Human Resources**, including fish and wildlife habitat, unique geological and landscape and historical features.
- C. **Open Space for Health, Welfare and Well-Being**, including lands to protect the quality of water resources, to provide for the disposal of solid and liquid wastes, and to improve the quality of the airshed and to protect developed lands from flooding.
- D. **Open Space for Shaping Urban Growth**, including lands to preserve community identity, lands necessary to prevent excessive costs in the provision of urban services and facilities, and lands which give form and dimension to the character of the urban pattern.

- E. Open Space for Outdoor Recreation, including neighborhood and community recreation parks, school site recreation areas, regional and state parks, recreation corridors and trails, unspoiled natural areas, and scenic and recreation travel corridors.

The relationship of this classification system to the General Plan Elements included in the RME is shown in Table V-1. This matrix illustrates the interrelated character of these elements and why the open space classification system provides such a useful vehicle for describing proposals of the RME.

TABLE V-1

MATRIX ILLUSTRATING THE RELATIONSHIP BETWEEN COMPONENT ELEMENTS OF THE RME AND THE OPEN SPACE CLASSIFICATION SYSTEM

<u>Open Space Categories</u>	<u>Elements of the General Plan</u>		
	<u>Conservation</u>	<u>Open Space</u>	<u>Recreation</u>
Managed Resource Production	x	x	
Preservation of Natural & Human Resources	x	x	x
Health, Welfare & Well Being	x	x	x
Shaping Urban Growth	x	x	x
Outdoor Recreation	x	x	x

NOTE: "x" indicates categories which fulfill various requirements of State Law for the elements of the General Plan included as part of the RME.

OPEN SPACE FOR MANAGED RESOURCE PRODUCTION

Proposals for this category concern preserving productive agricultural lands which lay generally along the western boundary of the urban area depicted on the General Plan Diagram, and the preservation of lands having significant value for mineral production.

Agricultural Lands

While it is extremely important to minimize the amount of agricultural land converted for urban use, and to avoid premature conversion, it is also recognized that virtually all urban expansion west of Interstate 5 and the land south between the I-5/SR 120 merge and the Union Pacific Railroad must take place on land which now is being farmed or which has been farmed. The consequences of any policy of absolute

preservation of agricultural land would be to create a monopoly in the urban land market and eventually stymie urban expansion to the detriment of long-range economic and social interests of the community.

As noted in Part 2 of this document, the Lathrop General Plan fits the definition (for the most part) of being an "end state plan" in that there will be little opportunity to expand the urban area beyond current boundaries and that what expansion may occur would not involve any lands west of the San Joaquin River and north of the Stewart Tract on Roberts Island. Roberts Island is recognized as an agricultural preserve involving lands classified as "prime land" for the production of agricultural crops. Land south of the Stewart Tract between Paradise Cut and Interstate 205 also lays outside of the Lathrop planning area. While some of these lands (within the City of Tracy's sphere of influence) may urbanize under policies of the Tracy General Plan, the Lathrop General Plan Diagram shows only the need for arterial road connections between I-205 and Gold Rush City.

Further considerations are: 1) that while Lathrop's urban expansion requires the conversion of substantial agricultural land, such conversion will lessen the need for continued conversion in other nearby communities of the region (e.g., Stockton, Manteca, and Tracy); and 2) that such conversion will occur under "new town" development policies which seek maximum efficiency in the utilization of land for urban purposes at a level which would be difficult if not impossible to duplicate in other communities.

In evaluating the total impact of urbanization on agricultural land, it is important to understand that the amount of land shown for conversion assumes highly positive economic conditions in order to justify the extent of urbanization shown on the General Plan Diagram. An alternative to the General Plan as proposed is to recognize the possibility that the amount of land to be urbanized would be reduced automatically if long-term market conditions prove insufficient to support it. A reduction in the amount of planned urbanization is discussed in the "alternatives" and "growth-inducing" sections of the General Plan EIR [see Part VIII].

Agricultural Land Policies:

1. The extent of urbanization proposed within the three Sub-Plan Areas is based on the principle that the capacity to accommodate population and economic growth is dictated by the need to preserve environmental qualities rather than the potential of Lathrop to grow beyond its planning area boundaries. If future conditions indicate a potential for further urbanization greater than that encouraged by the General Plan west and south of the planning area, such potential is to be satisfied within the sphere of influence of local governments other than Lathrop.
2. Exclusive agricultural zoning shall be continued on agricultural lands outside the boundaries of future urbanization shown on the General Plan Diagram. Existing County agricultural zoning should be continued on lands within SPA's #1 and #2 in accordance with development phasing proposals of the General Plan and applicable Specific Plans.
3. The protection of agricultural lands outside of the three sub-plan areas shall be reinforced by firm policies of the City to not permit the extension of sewerage and water service to such lands.
4. The City, the County and affected landowners should develop a comprehensive approach to the cancellation of Williamson Act contracts on lands needed for early phases of urban development. Projects that are intended to take more than five years to complete shall be phased to allow agricultural operations to continue as long as feasible on lands to be developed after five years.

The procedure for cancellation of Williamson Act contracts is provided in Section 51245 of the Government Code. Basically, it will require that affected land owners must first notify the County by a Notice of Non-Renewal of their intent to not renew their contracts, followed by findings of the Lathrop City Council that cancellation is consistent with the purposes of the Williamson Act or is in the public interest. To reach the point of findings, the property must first be annexed to the City so that the City can succeed to responsibility for Williamson Act contract management from the County. Prior to annexation, the General Plan calls for the preparation of one or more Specific Plans involving mutual interests in the development of property. This requirement will avoid the premature conversion of ag land to urban use and assure the physical integrity of remaining ag land (including contracted land). All of the above presupposes that the affected lands will have been included in an expanded sphere-of-influence by the San Joaquin County LAFCO.

Having adopted a "right-to-farm" ordinance prior to completion of this General Plan, the City has taken an important step to minimize and hopefully eliminate the potential for urban-agricultural conflicts at the margin of the urban pattern.

Mineral Resources

Lands requiring preservation for the extraction of valuable mineral resources are shown on Figure V-1, and are located south of State Route 120 and generally east of the Interstate 5/205/Rte 120 merge near the southeast end of the Stewart Tract. These lands include deposits of sand which have high value for use in the making of high quality Portland Cement Concrete (PCC) used in building construction. These lands have been classified by the State Department of Conservation as Mineral Resource Zone-2 (MRZ-2), and have also been designated by the State Mining and Geology Board as shown on Figure V-1.5.¹ By definition MRZ-2 involves "areas where adequate information indicates that significant mineral deposits are present, or where it is judged that a high likelihood for their presence exists." Approximately 884 acres are involved, of which 161 acres already has been permitted (Oakwood Lakes sector). Remaining unpermitted deposits are estimated as involving 90 million tons of sand, at a thickness of about 80' and a PCC grade of 60%. Because these deposits are considered important to the area and to be of regional and statewide significance, the City of Lathrop is required to incorporate mineral resource management policies in its General Plan which will accomplish the following:

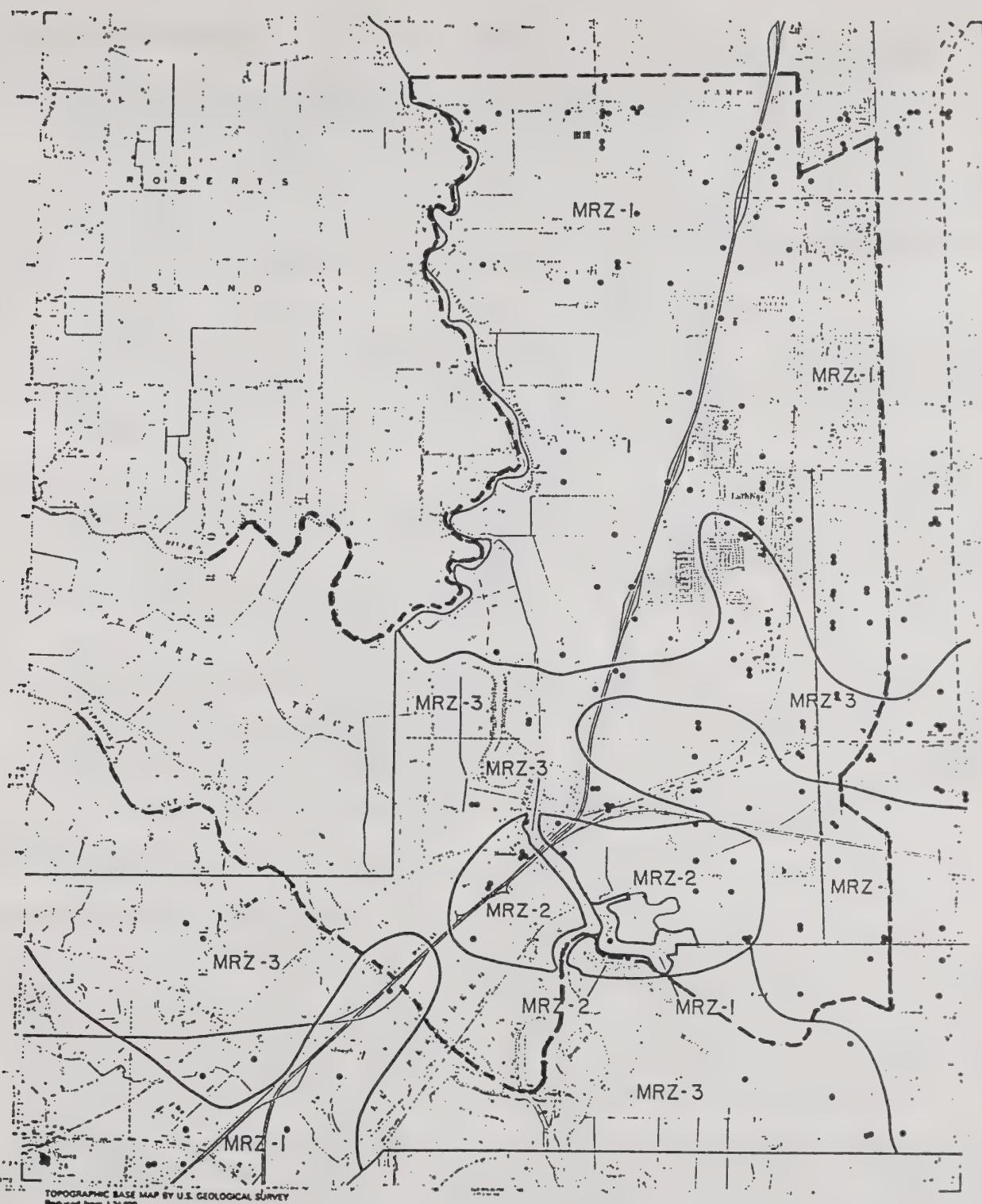
- Recognize mineral information classified by the State Geologist and designated by the State Mining and Geology Board.
- Assist in the management of land use which affect areas of statewide and regional significance.
- Emphasize the conservation and development of identified mineral deposits.

Owners of some of the lands classified as MRZ-2 indicate that they fully intend to extract the sand deposits in accordance with a reclamation plan to be approved by San Joaquin County prior to developing the property with a lake for commercial recreation use. This property lays between I-5 and the Union Pacific Railroad, immediately west of the San Joaquin River.

¹ California Department of Conservation, Division of Mines and Geology, Mineral Land Classification of Portland Cement Concrete Aggregate in the Stockton-Lodi Production-Consumption Region, Special Report 160, 1988, pp. 18-19, and Designation of Regionally Significant Construction Aggregate Resources in the Stockton-Lodi Production-Consumption Region, May, 1989.

FIGURE V-1

LANDS HAVING SAND DEPOSITS OF REGIONAL SIGNIFICANCE



EXPLANATION

DRILL HOLE

PRODUCTION-CONSUMPTION REGION BOUNDARY
AND OUTER BOUNDARY OF AREAS SUBJECT TO
URBANIZATION AND LIMIT OF AREA CLASSIFIED
Boundaries established from data supplied by the Office of
Planning and Research with modifications developed from
information supplied by local government and other sources.

- MINERAL RESOURCE ZONE BOUNDARIES
All Mineral Resource Zones are for Portland Cement Concrete
Gross Aggregate unless otherwise indicated by
Commodity name enclosed in parentheses.
- MRZ-1 Areas where adequate information indicates that no
significant mineral deposits are present, or where it is
judged that little likelihood exists for their presence.
 - MRZ-2 Areas where adequate information indicates that
significant mineral deposits are present, or where it is
judged that a high likelihood for their presence exists.
 - MRZ-3 Areas where adequate information indicates the significance of
mineral deposits cannot be evaluated from available data.
 - MRZ-4 Areas where insufficient information is inadequate for
assignment to any other MRZ zone.

See text for additional explanation of MRZ Symbols.

MINERAL LAND CLASSIFICATION MAP
AGGREGATE RESOURCES ONLY

Stockton-Lodi P-C Region

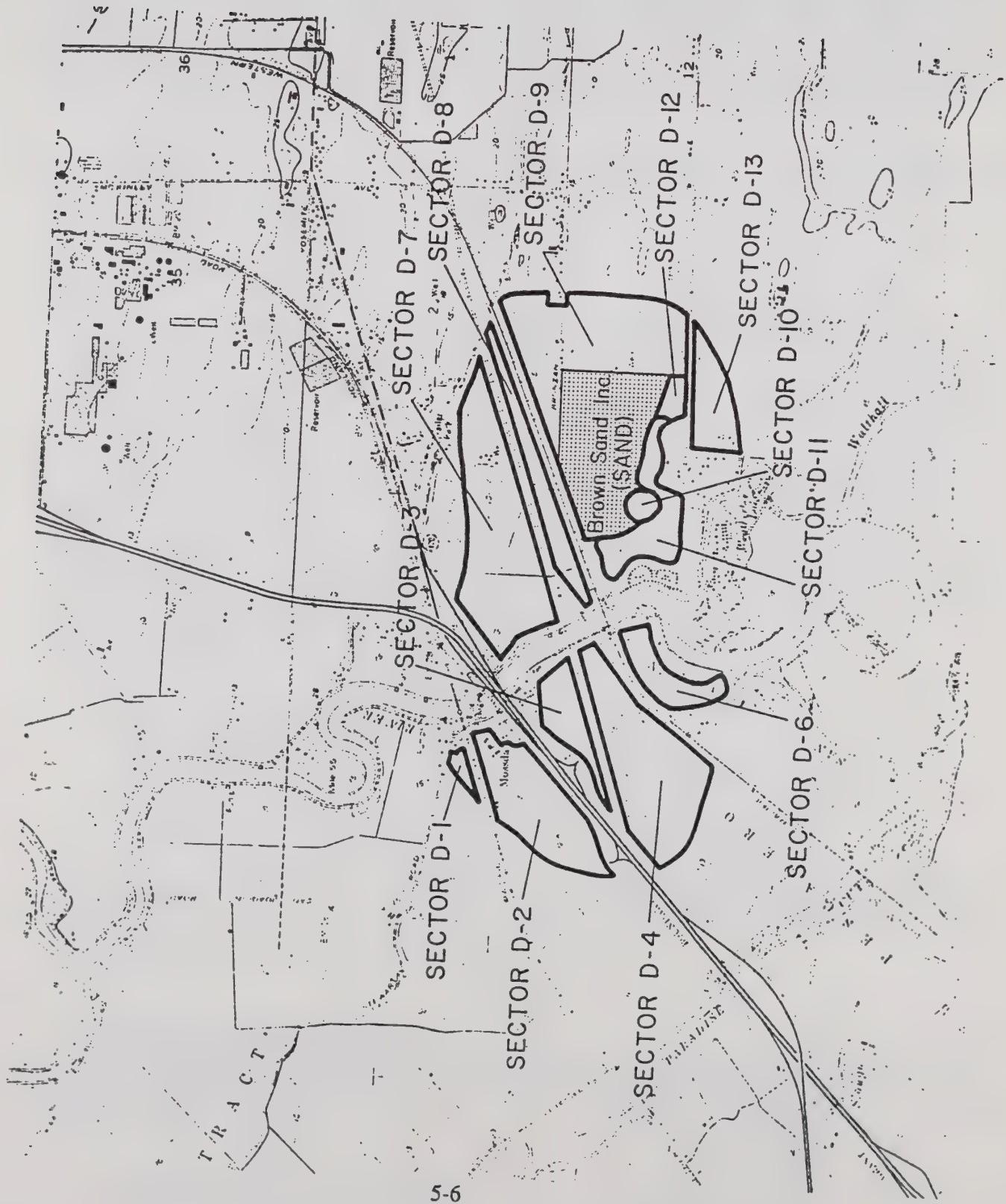
By
Laurel S. Jensen and Michael A. Silva
1988

PREPARED IN COMPLIANCE WITH THE SURFACE MINING AND
RECLAMATION ACT OF 1975, ARTICLE 4, SECTION 2761

ACTING STATE GEOLOGIST APRIL 18, 1988

FIGURE V-1.5

LANDS DESIGNATED AS REGIONALLY SIGNIFICANT CONSTRUCTION
AGGREGATE RESOURCE AREAS



Mineral Resource Policies:

1. Lands classified by the State Department of Conservation as MRZ-2 as shown on Figure V-1 and as designated by the State Mining and Geology Board as shown on Figure V-1.5, are urged for protection to assure their availability for mining under applicable provisions of State Law and local ordinance. If determined practical and feasible, these lands are to be mined and reclaimed in accordance with the provisions of the California Surface Mining and Reclamation Act of 1975, as amended, prior to their being utilized for the various urban purposes depicted on the General Plan Diagram and described in this document.
2. While the depth of the known sand deposits of regional significance is considerable, the potential for mining to this depth is recognized only for the lands between the I-5/SR 120 merge and the Union Pacific Railroad. Lands classified MRZ-2 and designated, between the merge and the Southern Pacific Railroad may be mined to a much lesser depth, or not at all, because of the potential of this site location for Regional Commercial development.
3. Lands classified MRZ-2 and designated as described above shall be zoned by the City with a combining "mineral resource open space zone" to identify the presence of known mineral deposits and which may restrict the encroachment of incompatible land uses in those areas for which mineral conservation is urged. As an alternative, such restriction may be included in any Specific Plan applicable to the affected property.
4. In consideration of mineral policy #2, above, lands classified MRZ-2 and designated may be developed for urban use without first being mined only if compelling reasons can be stated by the City in writing in support of such action and upon fulfilling the requirements of Section 2762(d) and Section 2796(a) of the Surface Mining and Reclamation Act of 1975, as amended. Action by the City shall consider the need to balance mineral values against alternative land uses, and the importance of these mineral deposits to the regional market demand for their use.

OPEN SPACE FOR NATURAL AND HUMAN RESOURCES

Vegetation, Fish and Wildlife Habitat

As described in Part III - Environmental Setting, the Lathrop planning areas possesses fish and wildlife habitat of intrinsic value, including agricultural lands, riparian vegetation and wetlands. Certain areas are either known or suspected of providing habitat for the Swainson's hawk, and possibly other threatened species of birds, animals and plants. The waters of the San Joaquin River and its tributaries also remain important fisheries for salmon, steelhead and other valuable species of fish and aquatic life.

It is to be noted that as the center of the State's fresh water distribution system, the Sacramento-San Joaquin Delta is critical to fish and wildlife habitats, including migratory birds of the Pacific Flyway. Because the Lathrop planning area is located within the boundaries of the Delta, it is incumbent on the City of Lathrop to include policies and proposals in its General Plan which reflect the special planning approaches necessary to adequately protect the valuable Delta resource.

Most of the fish and wildlife habitats within the planning area, and especially those along the western border of SPA #2 and along Paradise Cut within SPA #3, are therefore of importance for preservation into perpetuity.

Vegetation, Fish and Wildlife Policies:

The following policies seek not only the retention of virtually all of the beneficial habitat which now exists, but also to enhance habitat which has been degraded and to create new habitat where feasible.

1. The objective of habitat retention calls for:

- The integration of waterway habitat areas as part of the areawide system of open space.
- The preservation of all stands of vegetation along waterways which provide habitat, and achieving a standard of "no net loss of wetland acreage".
- The careful introduction of public and private recreation activities within habitat areas which will not disturb natural conditions either through intensity of operations, high levels of noise generation, or scarring of the landscape through development activity.
- The retention of hedgerows and other habitat areas within intensively farmed acreage which are compatible with agricultural operations.
- The protection of fisheries by preventing discharge of contaminated surface waters to waterways.

2. The objective of habitat enhancement calls for:

- The improvement of natural habitat along waterways.
- The creation of new habitat within multi-purpose open space area designated for reuse of treated wastewater for wildlife management and recreation.
- Cooperative approaches among landowners to manage farmlands so as to increase the numbers of desirable species of wildlife.

3. The City shall on its own, or in participation with other local governments, prepare and implement a Habitat Conservation Plan (HCP) for the Swainson's hawk. The acquisition of lands required as replacement habitat for nesting and foraging is to be funded by fees imposed upon developers whose land development activities would threaten, endanger or eliminate existing habitat within the Lathrop planning area. The HCP shall be based upon a current habitat field survey taken during the Swainson's hawk nesting season to determine whether Core Conservation Areas or only foraging habitat exists.

It is the intent of the City of Lathrop to be a good steward of its biological resources for the benefit of its citizens and the general public. The General Plan EIR acknowledges that significant impacts would occur to Swainson's hawks, and potentially significant impacts could occur to other species. Mitigation measures are provided in the General Plan EIR to mitigate the impacts. The purpose of the following information is to clarify the proposed mitigation as a matter of General Plan policy.

- a. A mitigation concept is presented on page 8-D-8 which states that the City should adopt its own HCP, or possibly participate in the plan being prepared by the City of Stockton. The City shall implement the following to fully mitigate impacts described in this policy and the EIR:

1. An HCP developed by the City which meets the standards specified by the State of California Department of Fish and Game.

2. Participation in the "Stockton Plan". The "Stockton Plan" is a Habitat Management Plan which is, as of April 22, 1992, being developed by the Cities of Stockton, Tracy and Lathrop and the County of San Joaquin.
3. Until it is participating in an HCP, the City shall not pre-zone and/or annex any real property or approve a specific plan for the development of real property, unless these conditions are met:
 - a. For each acre annexed to, pre-zoned by or which is the subject of a specific plan (subject to an event), the City will mitigate the loss of Swainson's Hawk Habitat by providing a one-to-one ratio habitat, including foraging habitat, or equal value.
 - b. All property subject to an event shall be considered Swainson's Hawk Habitat. Habitat acquired for will be called the "preserve acreage." "Preserve Acreage" may also consist of conservation easements, and in lien fee ownership of property and shall be subject to the following conditions:
 1. The "preserve acreage" must meet regulations specified by the State of California Department of Fish and Game.
 2. The preserve acreage must be located within one mile of the property subject to the event.
 3. The preserve acreage shall be deeded to the Department of Fish and Game, or the Land Utilization Trust.
 4. A mitigation fee shall not be sufficient mitigation for real property subject to an event, but actual mitigation by acquisition of real property or a conservation easement shall be required.
 5. A management fee will be collected in an amount to ensure that sufficient income will be available to manage the preserve property.

- b. Lathrop's HCP will be completed prior to the City allowing specific project EIR's to be completed for projects proposed west of Interstate 5. This will ensure that the necessary mitigation plans and agreements with the State Department of Fish and Game (DFG) are in place for protection of Swainson's hawks. The HCP process will commence as soon as reasonably possible after General Plan adoption, involving close cooperation with DFG. It is recognized that foraging habitat is one of the most important elements required for preservation of Swainson's hawks.
- 4. Developments proposed in sensitive biological areas shall be required to provide a site specific analysis of the impacts of the project on fish and wildlife habitat. Because of the large-scale character of development proposed in the vicinity of biologically sensitive environments, including the conversion of several thousand acres of agricultural land to urban use, project proposals should be made to address ways in which new or enhanced habitat may be created as a trade-off to the general environmental impacts on biological resources associated with development under the General Plan.
- 5. Land use within areas of riparian habitat shall be restricted to nature-oriented passive recreation, including such uses as an arboretum, zoological gardens, hiking and nature study. Structures which would reduce the amount of area available for water detention should be prohibited within the Paradise Cut flood plain.
- 6. A naturally landscaped corridor shall be provided along the entire perimeter of Gold Rush City and of SPA #2 which lays west of Interstate 5. This corridor should be wide enough to serve as a major component of the recreation and open space system, and should provide for a system of pedestrian, bicycle and equestrian trails. This corridor will also assure public access to the San Joaquin River as required by State policy and law.
- 7. The visual amenities of water and its potential as wildlife habitat are to be reflected where feasible in all developments by the inclusion of bodies of water as components of urban form. Such bodies of water may be in the form of lakes, ponds, lagoons, simulated streams or similar features which can be integrated by design within recreation open space corridors, parks, commercial and residential areas and public sites. The multi-purposes use of water bodies for surface water drainage, flood control, wastewater reclamation, wildlife management, recreation and visual amenity is encouraged.

Wetlands and Navigable Waters Policy Issues

Wetlands and navigable waterways within the Lathrop planning area pose special problems and issues relating to sovereign lands held in trust by the State of California, to state laws intended to protect endangered species, and to federal law and authority.

Several aquatic and wetland areas are potentially within the jurisdiction of various federal and state agencies.² Significant resource areas identified by the Corps of Engineers (COE) are:

² Information sources included U.S.G.S. 7.5 minute quad sheets, National Wetland Inventory Maps and the Sacramento-San Joaquin Delta Environmental Atlas (COE 1979).

- * Old River Islands Area at the western-most end of the Stewart Tract -- a "very scenic" area with riparian habitat and oaks, designated as a natural area by the Delta Master Recreation Plan.
- * Paradise Cut (Slough) along the southern border of the Stewart Tract -- designated as a natural area with recreation potential by the Delta Master Recreation Plan.
- * Circle Lake, at the southeastern end of the Stewart Tract -- an ox-bow lake which provides fish spawning habitat and which has a high recreation potential.

The Corps of Engineers permitting authority extends potentially to almost any development on the Stewart Tract in areas shown on Figure V-3, including marinas, under Section 10 of the Rivers and Harbors Act and Section 404 of the Clean Water Act. Based on a review of existing information during the period of field reconnaissance of the Stewart Tract, the San Joaquin River, Old River and Paradise Cut would be subject to Section 10 jurisdiction. Drainage ditches, ponds and marshes are potentially within Section 404 wetlands jurisdiction. When considering a permit application, the Corps of Engineers also conducts a public interest review that evaluates and balances environmental values as well as economic and property values. Factors generally considered include project need, practicable measures which will not unnecessarily alter or destroy wetlands and to conserve wildlife, consistency with water quality standards, protection of historic, scenic and recreational values, interference with adjacent properties or water resource projects, and consistency with other state and local plans and policies.

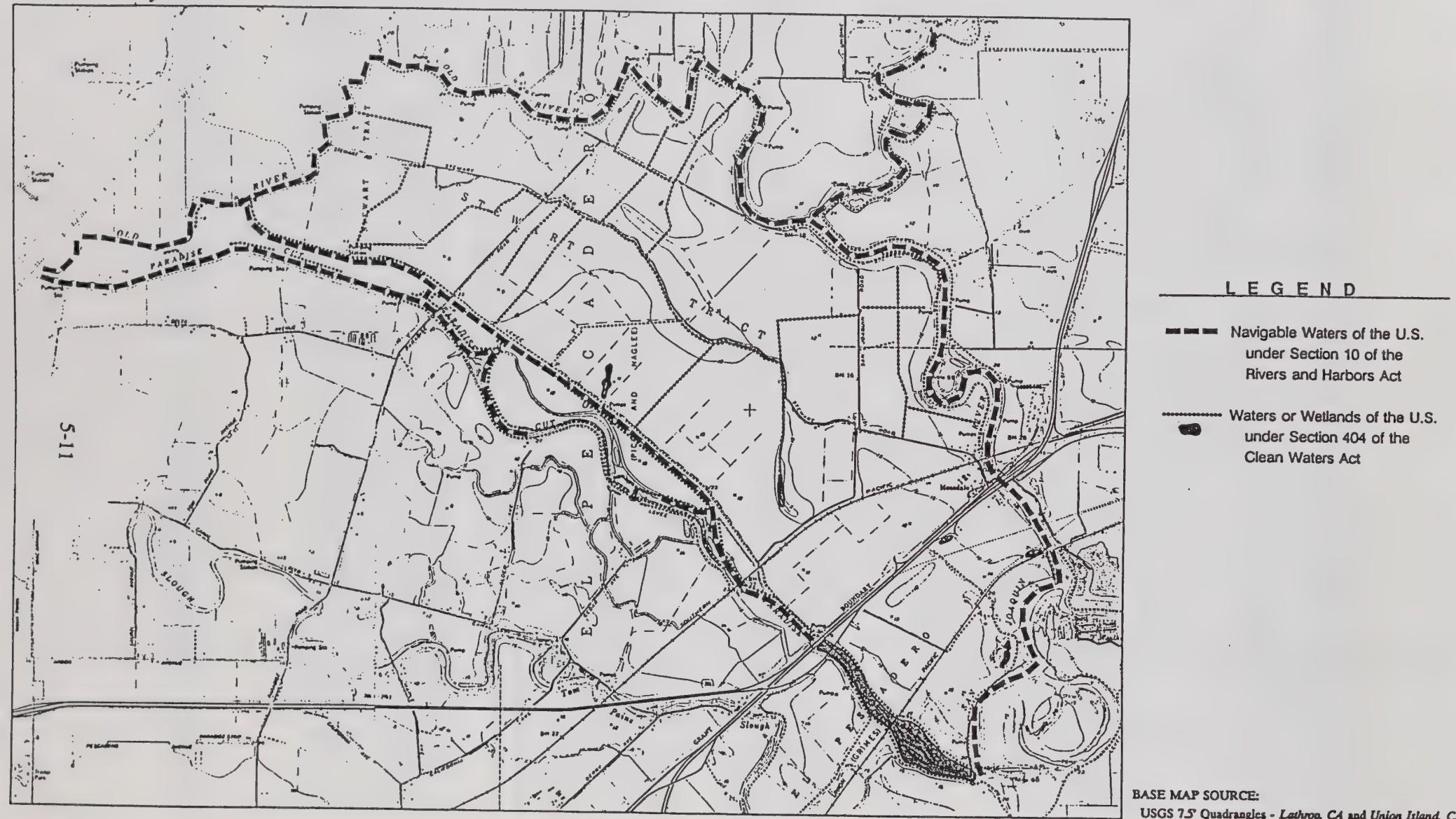
Under provisions of the (federal) Fish and Wildlife Coordination Act, the U.S. Fish and Wildlife Service (FWS) must be consulted before a Corps of Engineers Section 404 permit is issued. In its review of a proposed project, the FWS operates under policies set forth in the Fish and Wildlife Act of 1965, the Migratory Bird Treaty Act, Executive Orders 11990 and 11998, and the Endangered Species Act. The FWS Mitigation Policy provides guidelines for mitigating projects impacting wetlands.

The resources of a site are placed in one of four categories based on fish and wildlife values.³ These values range from resources of low value to those that are unique and irreplaceable. Section 7 of the Federal Endangered Species Act requires that all federal agencies consult with the FWS when considering actions that may affect threatened or endangered species, and emphasizes the importance of protecting habitat vital to a species' survival. These regulations require that agencies ensure that their actions are "not likely to jeopardize the continued existence of designated species or result in the destruction of adverse modification of critical habitat of such species." FWS shall suggest those reasonable and prudent alternatives which would enforce compliance with these regulations.

The California Department of Fish and Game (CDFG) may have jurisdiction over the San Joaquin River by authority of Fish and Game Code Section 1603 regarding streambed modification. Under the Fish and Wildlife Coordination Act of 1958, the CDFG has input to the review process involved in the issuance of COE permits and may comment on conditions to Corps permits when wetlands are to be impacted. When evaluating proposed projects, the CDFG follows the Basic Wetlands Policy (discussed below), and State Senate Concurrent Resolution No. 28 (April 18, 1979), which advocates the preservation and acquisition of wetlands.

³ See 46 Federal Register 76 44-7663, January 23, 1981.

FIGURE V-2
AREAS POTENTIALLY UNDER THE JURISDICTION OF THE CORPS OF ENGINEERS



The Basic Wetlands Protection Policy mandates the California Resources Agency and its subordinate agencies to oppose any projects that would impact existing or potentially restorable wetlands. Exceptions may be granted if the following conditions can be met:

1. The proposed project must be water-dependent or an essential transportation, water conveyance or utility project.
2. There must be no feasible alternative location for the project that would be less environmentally damaging.
3. The public trust must not be adversely affected.
4. Adequate compensation for project-caused losses should be part of the project, including no net loss of wetlands habitat value and compensation measures in writing either as permit conditions or an agreement between the applicant and the CDFG.

The California Endangered Species Act also sets forth responsibility for protection and management of endangered species under the California Endangered Species Act (CESA, Section 2090, California Fish and Game Code). CESA creates State policy that agencies of the State are not to approve projects which would jeopardize the continued existence of any threatened or endangered species, or result in the destruction or adverse modification of habitat essential to these species. Reasonable and prudent alternatives that would prevent jeopardy or otherwise off-set adverse effects may be considered.

The State Water Resources Control Board and the Regional Water Quality Control Board (RWQCB) are empowered to regulate discharge of wastes into the San Joaquin River and its tributaries. State water quality standards would apply to discharge of treated wastewater, including wastewater from the City and marinas. In addition, these agencies must comment on any Corps of Engineers project and certify any COE permit. For example, when COE provides its final jurisdictional determination over a project affecting wetlands, the RWQC Board will review the determination. RWQCB has adopted a wetland fill policy that requires "...no net loss of wetland acreage and no net loss of wetland value when the project and mitigation are evaluated together."

In summary, a Corps of Engineers permit is required for the development of marinas, and the placement of fill in wetlands or waters. Development which would impact streambeds, particularly marinas with access to adjacent rivers, would require a Streambed Alteration Agreement from the California Department of Fish and Game. It is conceivable that CDFG could place certain conditions on such an agreement, including mitigation for impacts to Swainson's hawk core foraging areas which overlap with potential marina sites. The role and responsibility of the State Lands Commission in protecting sovereign lands for the benefit of the people of the State must also be reflected in the resource management policies of the Lathrop General Plan.

Landscape Features

Lands within or adjacent to the urban development boundary for the Lathrop Growth center are mostly devoid of any natural landscape features. However, ornamental trees and shrubs within the urban pattern (and croplands around it) have become essential components of the urban landscape, providing shade, accent, color, windbreaks, and visual screening. Street trees have become especially important to the

residential environment. In contrast, commercial/industrial areas east of Interstate 5 are almost barren of tree and shrub plantings.

1. Appropriate trees within public rights-of-way are to be retained and new street trees planted and maintained in accordance with policies and procedures of a Master Street Tree Plan and Street Tree Ordinance. Only trees which are either badly diseased, disruptive of street improvements because of root growth, or dangerous to the public shall be allowed to be removed.
2. The installation of street trees shall be made a condition of approval of residential, commercial, industrial and institutional development along such streets.

OPEN SPACE FOR HEALTH, WELFARE AND WELL-BEING

Considerations in this category are limited to air quality and solid waste management. Policies and proposals with respect to the topics of water supply, sewerage, drainage and flood plain management are provided in Section IV-D of this document. Proposals concerning seismic and noise hazards are provided in Part VI of this document.

Air Quality Management

Currently, the City and its environs are impacted by conditions of air pollution generated along the major transportation corridors and population centers of the region, and from the San Francisco Bay Area. The interregional transfer of air pollutants from the Bay Area and by traffic along freeway sections upwind of Lathrop is substantial during the summer and fall months of the year. The community is also adversely affected by particulates generated by the plowing of land in spring and the burning of agricultural wastes.

The extent of residential development and the concentrations of commercial and industrial land use envisioned by the General plan will generate vehicle traffic on the freeways and local street system to such an extent that adverse impacts on air quality can be expected unless important mitigation measures are carried out during early stages of urban development. In developing the final General Plan document and Final EIR, significant changes in land use and transportation policy were incorporated that lessens significantly the extent of adverse impacts on air quality that are expected. [Note: see Part VIII-D for a discussion of projected vehicle emissions and for reference to mitigation measures made a part of the General Plan.]

Solid Waste Management

The City manages solid wastes in accordance with policies of the County's Solid Waste Management Plan (SWMP) as they pertain to Lathrop. The County of San Joaquin is responsible under agreement with the cities of the County for providing all facilities necessary to meet requirements of the SWMP and State Law, including resource recovery plants, transfer stations and landfills. Solid wastes pickup throughout the community is accomplished under a franchise agreement between the City and Lathrop Environmental Services.

The City is preparing a Source Reduction and Recycling Element of the SWMP.⁴ This Element sets forth a plan and program for accomplishing significant reductions in the amount of waste to be disposed of to landfills. Reduction targets are 25% diversion by 1995 and 50% by 2000. This amount of diversion becomes very significant in light of solid waste generation from Lathrop, assuming 50% and 100% build-out scenarios. In 1990, Lathrop disposed about 6,900 tons of solid wastes to landfills managed by the County. This amounts to about 5.4 pounds/person/day as compared to a county-wide average in 1988 of nearly 8 pounds/person/day. Under a scenario where about 50% of the land development envisioned by the General Plan would occur, Lathrop would generate an amount of waste in the order of 40,000 tons. Assuming that the recycling target of 50% was being met, the amount of waste would be about 20,000 tons. Changing the assumptions to 100% build-out under the General Plan plus 50% recycling, the annual amount of waste would increase to about 40,000 tons. While commercial recreation facilities typically are large generators of solid waste as a single source, no assumption is made that waste generation will be greater per capita because patrons will not likely generate any more waste at Gold Rush City than they would at home.

Air Quality and Solid Waste Management Policies:

1. Mitigation of air quality impacts is to be achieved in part through the design and construction of an efficient system of arterial and collector streets and interchange and freeway improvements that will assure high levels of traffic service and the avoidance of unmanageable levels of traffic congestion.
2. Mitigation of air quality impacts is to be achieved in part through the development of a regional rail transit service to be incorporated into early stages of development.
3. The City shall adopt standards which require industrial process analysis before the fact of site and building permit approval to assure compliance with State air quality and water quality standards. Standards shall provide for periodic monitoring of industrial processes which could have an adverse impact on water or air quality. Industrial process review that may be required should be conducted as part of environmental assessment by an engineer licensed in California having demonstrated experience in the industrial processes involved.
4. The City shall require positive control of dust particles during project construction activities, including watering or use of emulsions, parking of heavy equipment on paved surfaces, prohibition of land grading operations during days of high wind (beginning at 10 mph, with gusts exceeding 20 mph), and prohibition of burning on vacant parcels. The City should seek the cooperation of agricultural operators to refrain from the plowing of fields on windy days, and to keep loose soils under control to the extent reasonable to avoid heavy wind erosion of soils.
5. The beneficial effects of open space and vegetation on the air resource are to be reflected in the arrangement of land uses depicted on the General Plan. Heavy plantings of trees are encouraged to assist in maintaining oxygen levels.

⁴ Source reduction and recycling is mandated by provisions of AB 939 enacted in 1989 which also requires that all waste management operations in the County be integrated as part of a single County-wide Integrated Waste Management Plan.

6. The need to protect and preserve the air resource within the planning area and to reduce levels of vehicle emissions of air pollutants imposes practical limitations on the extent to which the City can depend on the automobile as the principal source of transportation into the next Century.
7. Environmental assessments for development projects proposed consistent with the General Plan shall provide all of the information required under the "Waste Plan Format for Development Projects" that is employed by the San Joaquin County Department of Public Works.

Archaeological and Cultural Resources

As described in Part III - Environmental Setting, there are several known areas of cultural resources within the Lathrop planning area, and a potential for uncovering similar resources during the process of land development. Maps of known cultural resources have been provided to the Lathrop City Planning Department, to be used in avoiding adverse impacts on such resources.

Archaeological and Cultural Resource Policies:

1. Existing known archaeological and cultural resources are to be protected, beginning with the filing of an application for development in the immediate vicinity of such resources. The City shall follow the procedures set forth in Appendix K of CEQA Guidelines. Confidentiality shall be maintained between the City and developer to avoid vandalism or desecration of such resources. Alternatives for development design intended to protect cultural resources shall be reviewed by a Native American having competence in understanding and interpreting the importance of the resources and of the most desirable methods to assure their preservation.
2. The potential loss of as yet unknown archaeological and cultural resources shall be avoided by close monitoring of the development process. The close proximity of properties intended for development to natural watercourses or to known archaeological or cultural resources shall be taken as a signal by the City and developer of a potential for unearthing unknown resources. In such cases, the City shall instruct the developers, construction foremen and City inspectors of the potential for damage to artifacts and sites, and provide written instructions requiring a halt to all excavation work in the event of any find until the significance of the find can be evaluated by competent archaeological and Native American specialists. The costs of such protection work shall be the responsibility of the developer.

OPEN SPACE FOR SHAPING URBAN GROWTH

Open space in the Lathrop area that has the effect of shaping the pattern of urban growth includes the extensive acreage of agricultural land that borders the community on the south and west and the Union Pacific Railroad that shapes the pattern on south and east. Within Sub-Plan Area #2, agricultural lands north of the proposed municipal golf course divide the future patterns of Lathrop and Stockton. A permanent agricultural open space buffer should be considered along the Bowman Road corridor which forms the northern part of Lathrop's proposed sphere-of-influence. No other special measures are required except those provided previously under the topic of Open Space for Managed Resource Production. The San Joaquin River and the sloughs which border the Stewart Tract on the north and south combine to assist in establishing clear boundaries for the future urban pattern which are to be reinforced by policies concerning agricultural land preservation and the extension of municipal sewerage and water services.

OPEN SPACE FOR OUTDOOR RECREATION

The Recreation component of the RME describes a comprehensive system of recreation areas, facilities and services needed by people of the community. Outdoor recreation proposals include both neighborhood (or village) and community-wide systems of recreation open space to assure a variety of recreation opportunity for people who reside in the community and visitors to the community.

Discussion of "recreation" often is plagued by misunderstanding and vagueness concerning the very meaning of the term. However, there is widespread agreement within the field of recreation management that the term is well defined broadly as follows:

"Recreation encompasses all forms of activity and planned inactivity which are undertaken voluntarily for pleasure, fun, relaxation, exercise, self-expression, or release from boredom, worry or tension. Recreation is physically and psychologically rejuvenating because it occurs apart from the essential routines of one's life."

Recreation Roles and Responsibilities

Every present-day indicator of economic and social trends points toward the availability of an increasing proportion of leisure time. Therefore, a serious attempt to meet the needs of City residents in the face of existing deficiencies and demands will require a substantial commitment by the City, other agencies of local government and private groups. A key factor is the complexity of recreation activity. Participation in recreation activity is an individual choice made on the basis of knowledge, skill, aptitude, and social and economic status. A myriad of recreation pursuits exist, and new forms continue to emerge even before society has learned to respond to older ones.

The pervasive nature of recreation works against the establishment of clear-cut allocations of responsibility of governments at all levels. Patterns of use do not observe jurisdictional lines. It is common to find regional use of local areas and facilities, and local use of regional, statewide and federally sponsored areas and facilities. Similarly, the roles of the City and local school districts can become blurred. Under these circumstances, inequities develop when any given jurisdiction fails to assume its fair share of responsibility.

The basic roles of each level of government and the private sector are summarized below prior to defining more specifically the roles for the City of Lathrop. The function of supplier provides the clearest basis for allocating responsibilities:

The primary roles of the City and the Manteca Unified School District as suppliers are to provide those park and recreation areas, facilities and programs which are needed to meet neighborhood and community needs of residents of the Lathrop urban area.

The primary role of the County of San Joaquin as a supplier is to provide those park and recreation areas, facilities and programs necessary to meet the "County day-use" needs of all residents of the County. Such needs are largely of an outdoor recreation character for which demand exists within one-half to one hours driving time, including sightseeing, picnicking, day-use and limited overnight camping, hiking, boating and natural area swimming, hunting and fishing.

The primary role of the State of California as a supplier is to preserve and (as appropriate) develop for park and recreation purposes those areas which have natural or historic values which will benefit the people of the regions of the state and the entire state.

The primary role of the private sector as a supplier is to enrich recreation opportunity for self-determining groups and the individual which cannot be met easily, or at all, by government. As used here, the phrase "private sector" refers to civic, fraternal, religious, service and charitable organizations, to commercial recreation interests and to voluntary services by individuals.

The Unique Role of Non-Commercial Private Groups

Non-commercial private groups pursue a wide range of recreation opportunities to meet the specific needs of the people they represent. Such activity needs to be coordinated with activities of the City and of public and private schools. Lathrop has many private groups whose activities offer a direct recreation experience for the participant as well as for the recipient of the service rendered by the group. One of the most significant contributions is experience in meeting the needs of various age groups, and in meeting specialized needs within a given age group.

Examples for younger age groups include organized team sports for baseball, football and soccer, YMCA and Scout troops. Examples for adults and the elderly include programs and events sponsored by fraternal organizations, senior citizens and churches. Private groups typically render types and levels of recreation service for which there is limited demand, as compared to broader demands involved in the recreation services provided by the City and local school districts.

The Role of Commercial Recreation

Commercial recreation interests have an important role to play in meeting specialized needs of individuals, and where significant investment in land, facilities and equipment may be involved. Examples include health and athletic clubs, bowling alleys, outdoor theaters, entertainment centers, golf country clubs, riding stables, and hunting and gun clubs. This need exists regardless of the proposals for Gold Rush City which are regional, statewide, national and international in scope.

Financial Constraints

With the local taxing limitations imposed by Proposition 13, and the assumption by the State of a majority of school construction and operation financing, traditional roles of recreation service are no longer possible. In response to these limitations, many cities throughout California have imposed fees upon developers to meet their fair share of neighborhood and community-wide recreation needs. Special recreation districts have also been created to assure that existing residents pay their fair share to satisfy unmet needs. And, volunteerism and private sector activity is on the increase.

At this point, the City has little capacity to enlarge its role as a direct supplier. Indirectly, the City can channel funds from recreation development fees or from State grants and loans to provide needed facilities at school sites. Greater application of the "user fee" concept is also needed where those who benefit from a service pay for the service on a self-sustaining basis. This approach is especially useful for maintaining facilities which benefit only a minority of residents. For some recreation activity, it may be possible to attract private funding to replace certain traditional roles of the City and local school districts.

Recreation Goals and Policies

Goals:

With more people in the labor force, increased technology and the shorter work week, the amount of leisure time has increased for most people. For the unemployed, the amount of leisure time is excessive. Some people experience the lack of opportunity for creativity and self-expression on the job, and less physical exertion is required for most jobs. With birthrates again on the rise, and life span increasing, the need for recreation is being extended over a longer period of time.

People need to understand and have alternative ways to productively utilize leisure time to accomplish their own goals and to receive satisfaction from each recreation experience. They also need to be self starters in initiating recreation activities as compared to depending solely on what government might provide. Taking these factors into consideration, the Recreation component of the Resource Management Element focuses on the attainment of the following goals:

1. To provide recreation which enables individuals to choose from a variety of opportunities, including (but not limited to): music, dance, arts and crafts, sports, drama, nature study, games, special events, trips and educational activities.
2. To provide recreation opportunities for persons of all age groups, religious and ethnic backgrounds, economic levels, abilities (including the disabled) and for both sexes.
3. To assure quality leadership in the provision of recreation opportunity, including skill development, individual and group activities, creativity and self-expression, socialization, self-fulfillment, involvement, the constructive release of tension and anxiety, individual growth, meeting expressed needs and wants, and carry-over value throughout one's life.
4. To provide year-round recreation programming which involves the public in program planning, evaluation and implementation.
5. To enlighten and educate people for the worthy use of leisure time.

Recreation Policies:

The following statements of policy are recommended for adoption by the City, and the Board of Trustees of the Manteca Unified School District:

1. It is the policy of the City and the School District, functioning under a joint powers or other appropriate written agreement, to provide the quantity and quality of recreation opportunity necessary for individual enjoyment and to assure the physical, cultural and spiritual benefit of recreation for all people of the community.
2. The City and School District support the creation of a means to achieve a permanent and stable funding for local recreation services.

3. The recreation program will encompass the needs of all age groups, concentrating on activities and experiences which people are mostly unable to provide for themselves and spanning the following range of active and passive recreation needs:
 - a. *Big muscle activity*: organized sports, informal (free) play, swimming and physical education.
 - b. *Creative play*: activities which engage the imagination of youth to build or create an individual experience from simple elements such as sand, water, wood, space, paving, turf, and a wide variety of natural and man-made objects.
 - c. *Social activities*: experiences which offer the time and atmosphere for an appraisal of social values, with a sharing and interchange among people, and where little is required in the way of prescribed levels of performance and individual preparation.
 - d. *Rhythms, music and the performing arts*: solo opportunities of self-expression as well as group participation in the dance, drama, singing, or the playing of a musical instrument.
 - e. *Hand-Intellect*: painting, sketching, sculpture, arts & crafts.
 - f. *Mental-Intellect*: reading, writing, speaking, learning.
 - g. *Nature-Learning*: outdoor learning experiences involving birds, animals, vegetation, soils, water, weather and other elements of nature.
 - h. *Service activities*: personal involvement for the satisfaction of others.
 - i. *Relaxation*: used here as doing things which generally require little effort and resulting in a sense of calm and repose.
 - j. *Solitude*: the opportunity to re-create through quiet and moments alone.
4. The range of recreation opportunities listed above will be provided through the development of general and specialized areas and facilities at the neighborhood and community level throughout the urban area.
5. The fulfillment of recreation needs will be accomplished through a coordination of effort and programming on the part of the City, local school districts, and charitable, service, religious, and civic organizations, which takes maximum advantage of fiscal and physical resources, and individual and group interest, leadership and talent within the community, both public and private.
6. Through an ongoing coordinated effort, a "framework for cooperation" should be developed and maintained by the City and School Board. This framework should clearly delineate the areas of responsibility to be retained by each jurisdiction. Examples of topics include fee structures, contracts for maintenance and operation and coordination and sponsorship of recreation programming.

7. The City will encourage and, where appropriate, require the provision of recreation areas and facilities within residential areas and the community as a whole to meet the general and specialized needs of existing and future residents. The Recreation component of the Resource Management Element of the General Plan is intended to meet the criteria and standards required by the State Subdivision Map Act and by the Quimby Act for determining financial responsibilities of developers in meeting recreation needs of the community.

Recreation Demand and Space Requirements

The measurement of recreation demand is complex because demand is both dynamic and variable by its nature. Recreation demand, and the amount of space required to accommodate it, varies among communities depending on the socio-economic characteristics of the population to be served. Consequently, proposals of the General Plan deal with "basic" needs at the neighborhood and community-wide level, including specialized facilities, for a future population of about 30,000.

Types of Outdoor Recreation Areas

Three types of outdoor recreation areas are described for Lathrop which will be capable of accommodating the full range of active and passive recreation previously described -- the Neighborhood Park, the Community Park and the Landscaped Open Space Corridor.

Neighborhood Park:

In general, a "neighborhood" is the area served by an elementary school. A neighborhood park is a combination school and park site that provides space for indoor as well as outdoor recreation activities. Regardless of location, the neighborhood park is planned primarily for children in the 5-13 year age group, and for families, and typically includes an area for pre-school age children. When it adjoins an elementary school, it readily serves both school and neighborhood recreation needs. Like the school, it is within walking distance of the homes in the neighborhood, serving upwards of 1,000 residences and a population of 2,500 - 3,500.

Neighborhood and Community parks are to be designed to accommodate multi-level storm drainage detention basins that will allow recreation use of areas not needed for detention during a given storm.

Community Park:

In general, a "community" is the area served by one or more secondary schools (High Schools). In a large city like Stockton, it is a group of neighborhoods forming a recognized district of the city. In a small city, it encompasses the entire boundaries of the city (existing and planned). In a City like that planned for Lathrop, the service area of the community park will be the area served by a single high school. The community park provides indoor and outdoor areas and facilities to meet a much wider range of recreation interests than the neighborhood park. Among the facilities included are fields and courts for various sports, a large swimming pool capable of competitive and non-competitive swimming (at different times), a community center building (which may be a school building) for arts and crafts, clubs and social activities, all of the areas and facilities found in a neighborhood park (if not already provided for the affected neighborhood), family picnic areas, quiet areas and areas of natural beauty.

Landscaped Open Space Corridor:

The Landscaped Open Space Corridor can take several forms, including the pedestrian parkway separate from auto traffic, a combined vehicle and pedestrian parkway, a buffer zone between residential and commercial or industrial areas, or as a lineal park connecting with other components of the park and recreation system or located separate from other areas such as along reaches of the San Joaquin River. Such corridors do not now exist within Lathrop, but they hold promise for enhancing the overall aesthetic and recreation character of the community.

Neighborhood Standards

At the neighborhood park level, an overall standard of 2.0 acres/1,000 population of developed park land is needed to meet the needs of the future population. This standard reflects the actual experience of the City and the School District in the provision of neighborhood parks (including school sites) for the July, 1989 population of about 6,500 when the City officially became incorporated. Applied to the anticipated future population of 30,000, an additional 47 acres of neighborhood parks will be required throughout the community. To the extent that this acreage may be combined with drainage basins, or as part of other public sites, money otherwise required for park acquisition could be used for park development, including overcoming some current deficiencies in recreation opportunity.

Ideally, a neighborhood park should be created in conjunction with an elementary school site. This will be possible for all residential areas developed west of Interstate 5. Where a school site may not be provided, sites of 3.0 - 5.0 acres will be required either free-standing or in conjunction with drainage basin sites, depending on location in the expanding urban area, and generally within 1/3 to 1/2 mile of every residence. Development of a 3.0 - 5.0 acre neighborhood park adjacent to or separate from an elementary school will require the following approximate space and use allocations:

-	Playlot and mothers area:	.....	0.15 acres
-	Paved area for court games:	.....	0.25 "
-	Instructional swimming pool:	.....	0.25 "
-	Lawn area for free play & field sports:	.....	1.35 "
-	Quiet area:	.....	0.50 "
-	Perimeter landscaping:	.....	<u>0.50</u> "
-	Sub-total :	.....	3.00 acres
-	Family picnic and barbecue:	.....	0.50 "
-	Quiet area of lawn and trees:	.....	<u>0.50</u> "
	Sub-total:	.....	4.00 acres
-	Added area for court games:	.....	0.25 "
-	Added lawn area for field sports:	.....	<u>0.75</u> "
	Total:	.....	5.00 acres

It is assumed that public restrooms would be provided whether or not the park is adjacent to a school site. The space required for the instructional swimming pool would be developed as lawn area until the pool is provided. No off-street parking space would be needed if the park is bounded on at least two sides by

streets. Diagonal parking should be considered on the park side of the street. If desired, the provision of security to school building area can be accomplished by locked fencing of building areas, leaving the remaining acreage open (except for safety fencing along streets) and available to the neighborhood during non-school hours.

Community-Wide Standards

At the community park level, an overall standard of 3.0 acres /1,000 population of developed park land is needed to meet the needs of the future population of the entire city. This standard reflects the experience of the City and the Unified School District in 1989 in providing community level park and recreation areas and facilities.

By applying a standard of 3.0/1,000 to the anticipated future population, an additional 71 acres of community park land will be required. The distribution, size and uses allocated to new community parks should take into consideration the availability of community level recreation opportunities already provided at the recreation center and park on 5th Street, and opportunities for use of City and other public property along the San Joaquin River.

A community park would be developed in conjunction with two high school sites. However, because of the large service area of the Unified School District and the lineal shape of the planned urban area, it will be appropriate to also plan for community park locations at other locations. connected by open space corridors. Since community park functions serve the entire community, there is not the same need for repetition of recreation opportunities among several community parks as would be typical of neighborhood park development. Overall, the following use and space allocations would be required at several locations:

- Field sports:	.....	6.00 "
- Paved area for court games:	.....	2.75 "
- Family and group picnic area:	.....	2.25 "
- Concrete for performances:	.....	0.30 "
- Lawn area for free play:	.....	2.25 "
- Natural area:	.....	3.00 "
- Off-street parking:	.....	1.25 "
- Center for teenagers:	.....	2.00 "
- Perimeter landscaping:	.....	<u>2.20</u> "
Total:	.....	21.00 acres

Specialized facilities are often included within or adjacent to community, city-wide and regional parks in larger communities. Specialized facilities proposed include a stadium for organized competitive sports, a center for the elderly, a public golf course, an auditorium-theater with a seating capacity of 350 -500, multi-purpose facilities at all schools which can be used for classes in arts and crafts, and similar creative activities. The golf course is proposed in the northern part of SPA #2 in conjunction with housing and in proximity to a community park and possible future high school. The lack of adequate space for organized team field sports, including baseball, softball and soccer, takes its toll on the turf at school sites, and on the availability of those sites for neighborhood and community recreation activities. Separate fields may be needed, especially for soccer.

Open Space Recreation Corridors

The system of communitywide landscaped open space corridors shown on the General Plan Diagram is illustrative of linkages required among school and park sites, shopping areas, the civic center, the cultural center and other important activity centers of the community. These corridors are intended to provide an important alternative to automobile transportation as a means of internal circulation within the community, including pedestrian and bicycle paths that generally are separated from the street system. Additional corridors and recreation areas developed as part of residential villages would link villages with the larger system. Communitywide corridors would be publicly owned and maintained. Corridors within villages could be owned publicly, or they could be owned privately to be maintained by a homeowners' association for general public use.

The proposal for an open space corridor along the San Joaquin River is intended as a local community-wide facility, but with the potential for eventual linkage with a regional facility that would connect Lathrop with other communities to the north. As such, it would benefit a much larger population than Lathrop and would require County participation in planning, development and maintenance. This corridor becomes practical only if of sufficient width and access to avoid its being isolated from general view. It should therefore be combined with a street placed away from the base of the levee system, with residential development along the east side of the street facing the corridor. Where properties are already developed in residential use along the levee, the corridor and street should swing around the residence.

Specific standards for open space corridors are more difficult to define because of the possible variations in design and purpose. The standards below are considered to be the minimums for the purposes involved:

Pedestrian parkway: A landscaped corridor either alongside or separated from streets for the use of pedestrians. Bicycles are not allowed typically because of safety conflicts with foot traffic. Pedestrian parkways should be a minimum of 20' when connecting with streets at a cross-block location (i.e., through a block). When bordering the rear or sides of residential lots for distances of several hundred feet or more, they should be 30' to 40' wide as a minimum to provide space for a meandering walk with trees and lawn.

Vehicle/pedestrian parkway: A pedestrian parkway located alongside a public street for the purpose of creating an aesthetically pleasing corridor for both drivers of vehicles, bikers and pedestrians. The parkway should be a minimum of 50' in width to permit a meandering walk placement within a corridor of lawn, groundcover, shrubs and trees. The vehicle/pedestrian parkway can be used effectively where residential development is designed to back-on to a street and where vehicle access to lots is waived through the subdivision approval process.

Community-wide open space corridor: This corridor is illustrated on the General plan Diagram as a meandering swath of open space extending through the heart of the urban pattern between Interstate 5 and the San Joaquin River. (Other examples are shown along the river and the freeway.) The width of this corridor would vary, depending on location and intended use. A series of lakes, connections with golf courses and community parks, and linkages with village-level corridors would result in a typical width in the range of 200' - 300'. These corridors may include areas for wildlife habitat, drainage and flood control basins, wastewater detention basins and other low intensity public use and where irrigation of vegetation will occur through the reuse of treated wastewater.

Landscaped buffer corridors: These corridors serve as buffer zones between types of land use (e.g., between residential & commercial, residential & industrial, and public and commercial/industrial) may be multi-purpose by providing visual screening, noise attenuation, and recreation area. When located at the periphery of industrial areas, the corridor often is landscaped for pedestrian use by walking and jogging employees during various work breaks. When located at the periphery of a multi-family complex, the corridor can become a lineal recreation corridor (depending on width). Widths typically would vary from 20' to 50'. An important proposal of the General Plan is to provide a landscaped buffer corridor along the entire length of the Manthey Road corridor adjacent to the west side of Interstate 5 within SPA #2. This buffer will act both to screen the view of freeway traffic and assist in reducing the effects of traffic noise. Buffers generally also lend themselves to the incorporation of storm drainage detention basins as proposed for Neighborhood and Community parks.

Landscaped corridors serve the public well when located along an area of natural character and beauty. Consequently, the General Plan proposes that all of the various elements of an open space corridor system as described above would also be provided throughout Gold Rush City.

Standards

In determining the amount of land dedication, land development and/or fees required of a developer, it is the intent of this section that the requirement shall not exceed a combined standard of 5.0 acres/1,000 population for neighborhood and community level recreation areas and facilities. The land, fees, or combination thereof are to be used only for the purpose of developing new or rehabilitating existing neighborhood or community park and recreational facilities. Where housing density bonuses are proposed, or where housing unit increases occur as the result of the Planned Development process, additional requirements for the provision of open space corridors may be justified.

Fees, Costs and Timing of Park and Recreation Development

Since land dedication for parks will be required in a relatively few instances as urban growth and expansion occurs over the life of the General Plan, fees to cover the equivalent of capital costs of land dedication and development would be the most common form of developer contribution. The more specific basis for determining actual costs to the developer and the procedure to be followed are to be provided by City ordinance and resolution as approved by the City Council. Fees shall be based on the costs of land acquisition and development that are current for the time when approval of a permit for residential land development is being sought from the City. In order to keep costs current, the enabling ordinance shall be amended annually, on or about July 1, by resolution of the City Council. Amended costs for site development should be adjusted based on a current and authoritative index as may be determined by annual resolution of the City Council prescribing the amount of fees required. Amended costs of land acquisition shall be determined by the appraisal process provided by local ordinance.

PART VI

HAZARD MANAGEMENT ELEMENT

INTRODUCTION

The Hazard Management Element combines the Safety and Noise Elements into a single element. [Note: the Safety Element is in itself a combination of the Seismic Safety and Safety Elements previously required by State Law but which were combined in the law as a single element in 1985]

SECTION A - SAFETY

INTRODUCTION

Section 65302 (g) of the California Government Code describes the requirements of the Safety Element as follows:

(g) "A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides, subsidence and other geologic hazards known to the legislative body; flooding; and wildland and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peak load water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards.

To the extent that a county's safety element is sufficiently detailed and contains appropriate policies and programs for adoption by a city, a city may adopt that portion of the county's safety element that pertains to the city's planning area in satisfaction of the requirements of this subdivision.

Each ...city shall submit to the Division of Mines and Geology of the Department of Conservation one copy of the safety element and any technical studies used for development of the safety element.

In 1989, the City of Lathrop adopted the County's Seismic Safety and Safety Elements of the County General Plan as they applied to the Lathrop planning area in. This Hazard Management Element replaces the previously adopted elements of the County General Plan in their entirety.

SEISMIC HAZARDS

Seismic hazards refer to earthquake-induced ground shaking, ground rupture, liquefaction or water movement (tsunamis). The City of Lathrop is located within a seismic zone which could be impacted by strong groundshaking from a moderate to large earthquake on active and potentially active faults to the east and west of San Joaquin County. The faults that could be involved are the San Andreas, Hayward, Calaveras and Green Valley-Concord faults to the west, the Midland fault zone to the north and the Bear Mountain and Melones fault zones to the east. [See map in Part II.] The potential for faults within the

County to generate moderate to large earthquakes causing strong ground shaking is low.¹ Of the known fault lines in San Joaquin County, none are currently classified by the State Geologist as being active. The most prominent fault within the County is the Tracy-Stockton Fault which passes the Lathrop area in a northeasterly direction extending along a meandering line from North Tracy to South Stockton.

Localized ground shaking and liquefaction pose the most significant seismic hazards in the County and in the Lathrop area. Because of the unreinforced levees which surround the Stewart Tract, the high water table and loose soils of the Tract and of lands immediately east of the San Joaquin River, the potential for levee breaks due to ground shaking and loss of foundation bearing due to liquefaction must be considered as serious impediments to development without extensive mitigation before the fact of development.² Strong ground shaking also poses a serious threat to any unreinforced masonry structures built before 1933 that remain in the old part of town. Earthquake-generated ground shaking can cause non-structural hazards as well, such as falling ceilings and parapets, broken light fixtures, shattered glass and dislodging of furniture and equipment.

The Lathrop area could be impacted by a quake along the San Andreas Fault of a magnitude 8.0-8.5. This requires the application of Zone II provisions for construction under requirements of the Uniform Building Code (UBC) for "normal facilities" and Zone 2 x 2 provisions for construction under requirements of the UBC for "critical facilities". Since new construction can be designed to withstand probable seismic shaking without collapse, the greatest existing danger for the Lathrop Planning Area is in the potential for liquefaction and levee failure in Sub-Plan Area #3, and the continued use of older structures, and especially those of unreinforced brick or other masonry construction within Sub-Plan Area #1.

SEISMIC GOALS AND POLICIES

Goals for achieving and maintaining safety from seismic events include preventing serious injury, loss of life, serious damage to critical facilities involving large assemblies of people, and loss of continuity in providing essential public services. The achievement of these goals is to occur through implementation of the following policies:

1. Inventory all buildings which are unsound under conditions of "moderate" seismic activity; buildings having questionable structural resistance should be considered for either rehabilitation or demolition. Structures determined by the City's Building Official to be structurally unsound are to be reported to the owner and recorded with the County Recorder to insure that future owners are made aware of hazardous conditions and risks.
2. All new building construction shall conform to the latest seismic requirements of the Uniform Building Code as a minimum standard.
3. The present building height limit of 50 feet shall be maintained, with a maximum of four stories. This policy should stay in force until such time that high rise construction is desired and

¹ Draft Environmental Impact Report on the San Joaquin County Comprehensive Planning Program, Baseline Environmental Consulting, June, 1990,

² Liquefaction occurs when a water-saturated and loosely bound soil loses its strength and liquefies during prolonged and intense ground shaking, such as occurred in San Francisco's Marina District during the Loma Prieta earthquake of October, 1989.

capability for evacuation and fire fighting in upper stories is possible through the availability of appropriate equipment.

4. Facilities necessary for emergency service should be capable of withstanding a maximum credible earthquake and remain operational to provide emergency response.
5. Preliminary soil compaction tests and geotechnical analysis of soil conditions shall be submitted as part of the justification for development proposals contained in any Specific Plan.
6. Soil compaction tests, and geotechnical analysis of soil conditions and behavior under seismic conditions shall be required of all subdivisions and of all commercial, industrial and institutional structures over 6,000 square feet in area (or in the case of institutional structures, those which hold 100 or more people).
7. A preliminary soils report is to be prepared by a registered geo-technical engineer for any residential development project, based upon adequate test borings. If the report indicates the presence of critically expansive soils or other soil problems which, if not corrected, would lead to structural defects, the developer shall provide for and submit the findings of a soil investigation of each lot or housing site proposed. The soil investigation shall be prepared by a state-registered civil engineer and shall recommend corrective action likely to prevent structural damage to each dwelling to be constructed. Prior to the issuance of a building permit, any recommended action approved by the Building Official shall be incorporated into the construction of each dwelling.
8. A preliminary geologic report, prepared by a state-certified engineering geologist and based on adequate test borings, shall be submitted to the Building Official for every subdivision, planned development or other residential project at the time of submitting a tentative map or other type of development application to the City.
9. If the preliminary geologic report indicates the presence of critically expansive soils or other soil problems (e.g., potential for liquefaction which if not corrected could lead to structural defects, the developer shall provide such additional soils investigation for each development site as may be requested by the Building Official. The geologic investigation shall be prepared by a state-certified engineering geologist and shall, recommend further corrective action likely to prevent structural damage to dwelling units. Prior to the issuance of a building permit, any recommended action approved by the Building Official shall be incorporated into site preparation and the construction of each dwelling.
10. The provisions of policy nos. 6 - 9, above, shall be applicable to all commercial, industrial, institutional and public development projects.
11. The City should adopt an Earthquake Disaster Plan in coordination with San Joaquin County and local special districts. The Plan should identify hazards that may occur as the result of an earthquake of major magnitude. The Plan should be sufficiently broad in scope to include the designation of evacuation routes and means to coordinate all local government agencies in assisting local residents in the event of a major earthquake, large-scale fire or explosion, or hazardous chemical spill or release of hazardous air-borne gas.

12. All lines which are part of the domestic water distribution system should be looped to assure adequate pressure in the event of major fire, earthquake, or explosion. Emergency standby power generation capability should be available at all water wells to assure water availability in the event of a major power failure.

HAZARDS TO PUBLIC SAFETY

Only hazards posed by man-made structural or chemical (urban) fires and from criminal activity are covered by the Safety Section of the Hazard Management Element. Hazards from flooding along with policies proposed for flood plain management have been addressed in Part IV-D under the topic "Surface Water Drainage and Flood Control".

SAFETY GOALS AND POLICIES

Goals and policies concerning public safety cover fire safety, law enforcement and large-scale conditions of emergency. Fires and crimes are largely caused by and are avoidable through human action. The degree to which they represent threats depends in part upon the organization of the community and the facilities and services available. While planning and prevention are probably the best protection against fire hazards, fires are not entirely preventable. Once a fire ignites, fire suppression activities take center stage, requiring rapid response by one or more engine companies, an adequate supply of water (or chemical suppressants) and good access to the source of flames.

Criminal activity occurs when an opportunity is presented, such as an unlocked car or house. As in the case of fire protection, the ability of the police force to protect citizens requires emphasis on crime prevention as well as crime suppression. Once a crime has been committed and its occurrence is known, the ability of police to respond and apprehend becomes paramount.

Large-scale emergencies that can have an impact on the entire community requiring evacuation include hazardous waste spills, explosions, urban conflagration, and flooding from dam or levee breaks.

Goals

Goals of the Safety Element seek to accomplish the following:

1. The reduction of loss of life or property due to crime, fire, earthquake, flooding or other disasters or hazards.
2. The provision of adequate medical and emergency services to reduce the effects of natural or man-made disasters.
3. The promotion of citizen awareness and preparedness for emergency/disaster situations or potential for the incidence of crime.
4. The implementation of adequate inter-agency disaster planning, including evacuation of all or parts of the community to safe areas of the County.

Policies

The above goals are to be achieved through the implementation of the following policies:

1. The City will continue to give high priority to the support of police protection, and to fire suppression and prevention and life safety functions of the Fire Department. Ultimate expansion of the City's fire service is to include additional stations affording adequate response within a maximum of 3-4 minutes to all parts of the urban area.
2. The City will work to maintain a fire flow standard of 3,000 gpm for all commercial and industrial areas, and 1,500 gpm for residential areas, to assure capability to suppress urban fires.
3. The City will maintain a street system which is capable of providing access to any fires that may develop within the urban area, and which is capable of providing for the adequate evacuation of residents in the event of an emergency condition of magnitude.
4. The City will continue to maintain and update emergency service plans, including plans for managing emergency operations, the handling of hazardous materials and the rapid cleanup of hazardous materials spills.
5. The City will continue to cooperate with the County of San Joaquin and other agencies in pre-disaster planning activities such as evacuation required in the event of a serious breach of an upstream dam capable of flooding the community.
6. The City will seek to reduce the risks and potential for hazards to the public through planning and zoning practices and regulations which avoid hazardous land use relationships, and by the continued and timely adoption of new-edition building and fire codes.
7. Neighborhood watch programs will be encouraged in all residential areas of the City.

Emergency Conditions

Capability for Evacuation:

From the above policies, it is clear that further work is required in the development of inter-agency responses to emergencies that may require large-scale evacuation of the local population. In the event of such emergency, Lathrop can depend on its freeway and arterial street systems which afford a number of options for evacuation. The freeway system provides a means for evacuation from floods because of the higher elevation of Interstate 5 and State Route 120 through the community as compared to the local street system. The City is presently served well by a series of east-west arterial streets and several north-south collectors (in Lathrop and Manteca to the east) that allow local traffic to by-pass areas that may be closed-off due to emergency conditions. These arterials and collectors also provide access to the freeway system at six interchange locations, including Roth Road, Lathrop Road, Louise Avenue, Yosemite Avenue, Stewart Road (on the Stewart Tract) and at Airport Way (in west Manteca).

Peak Load Water Supply, Road Widths and Structural Clearance:

Peak load water supply requirements are indicated under Policy #2, above. As they exist and are planned, all road widths will be capable of collectively managing traffic under conditions where large-scale evacuation of the local population may be required. The area of greatest potential vulnerability exists in the event of a major earthquake which could seriously damage and therefore impair traffic flow along the freeway system.

Requirements of the City's Uniform Building Code and Zoning Ordinance assure adequate clearance between and around structures. Even in the oldest sections of the community, clearance around buildings poses few if any problems in the event of emergency.

SECTION B - NOISE

INTRODUCTION

The City of Lathrop has previously adopted the Noise Element of the San Joaquin County General Plan. By this current General Plan document, the City's previous Noise Element continues in force and effect as if wholly contained herein. The statements of goals and policies which follow supplement those of the adopted Noise Element.

GOALS AND POLICIES FOR NOISE ABATEMENT AND CONTROL

Goals

The Goals of the Noise Element of the General Plan are to protect citizens from the harmful effects of exposure to excessive noise, and to protect the economic base of the City by preventing the encroachment of incompatible land uses near noise-producing roadways, industries, the railroad, and other sources. As a point of reference, Figure VI-1 illustrates the different degrees of sensitivity of various land uses to their noise environment, and the range of noise levels considered to be appropriate for the full range of land use activities involved. For example, exterior noise levels in the range of 50-60 dB CNEL (Community Noise Exposure Level) are generally considered to be acceptable for residential land uses, allowing normal indoor and outdoor residential activities to occur without interruption. In contrast, industrial activities relatively insensitive to noise may be located in a noise environment up to 75 dB CNEL without adverse affects. Examples of noise levels common to various outdoor environments are shown in Figure VI-2.

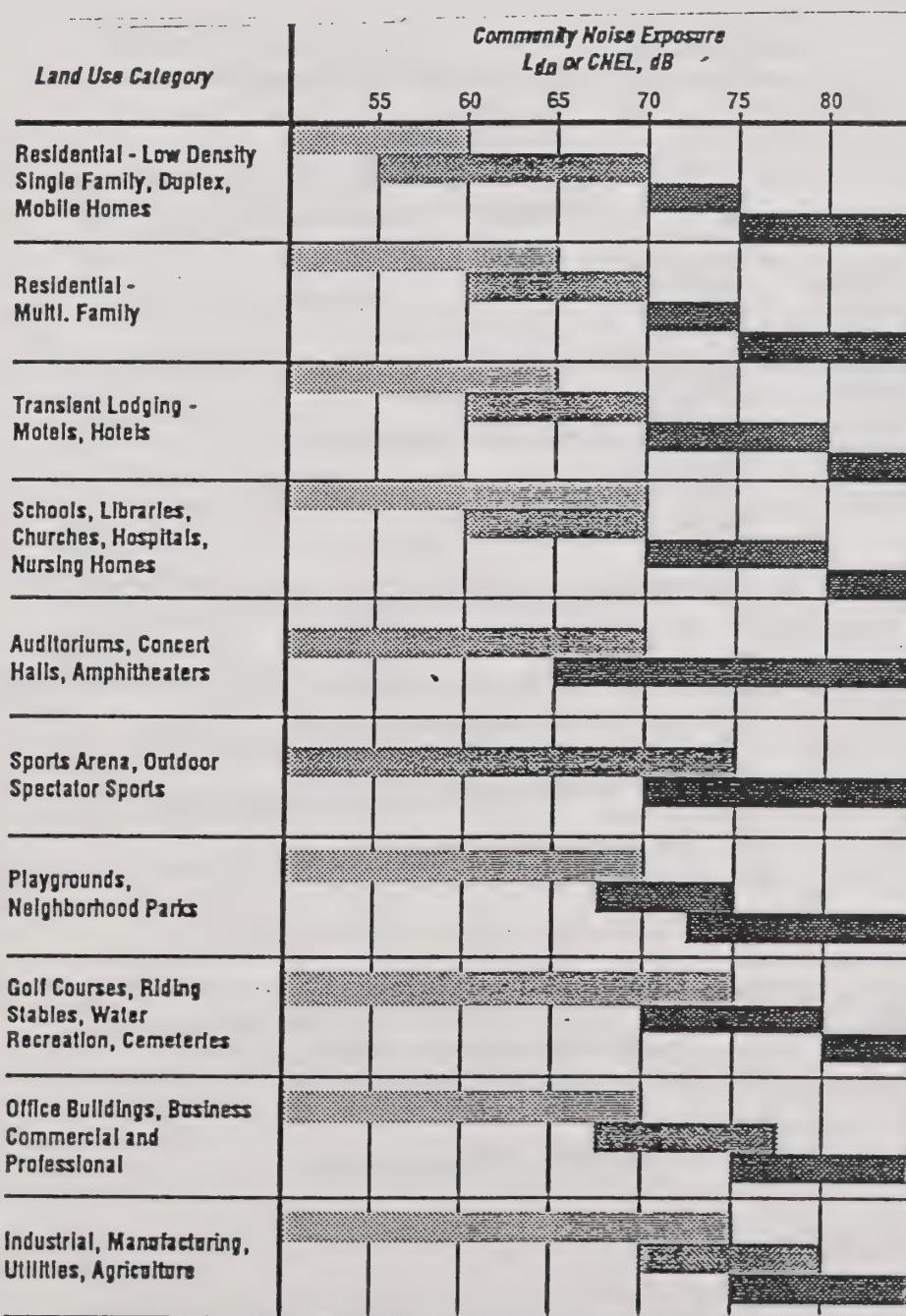
Policies

The following policies reflect the commitment of the City to the noise-related goals outlined above:

1. Areas within the City shall be designated as noise-impacted if exposed to existing or projected future noise levels exterior to buildings exceeding 60 dB CNEL or the performance standards prescribed in Table VI-1.
2. New development of residential or other noise sensitive land uses will not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into project designs to reduce noise to the following levels:

FIGURE VI-1

LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS



INTERPRETATION:

Normally Acceptable

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

Conditionally Acceptable

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

Normally Unacceptable

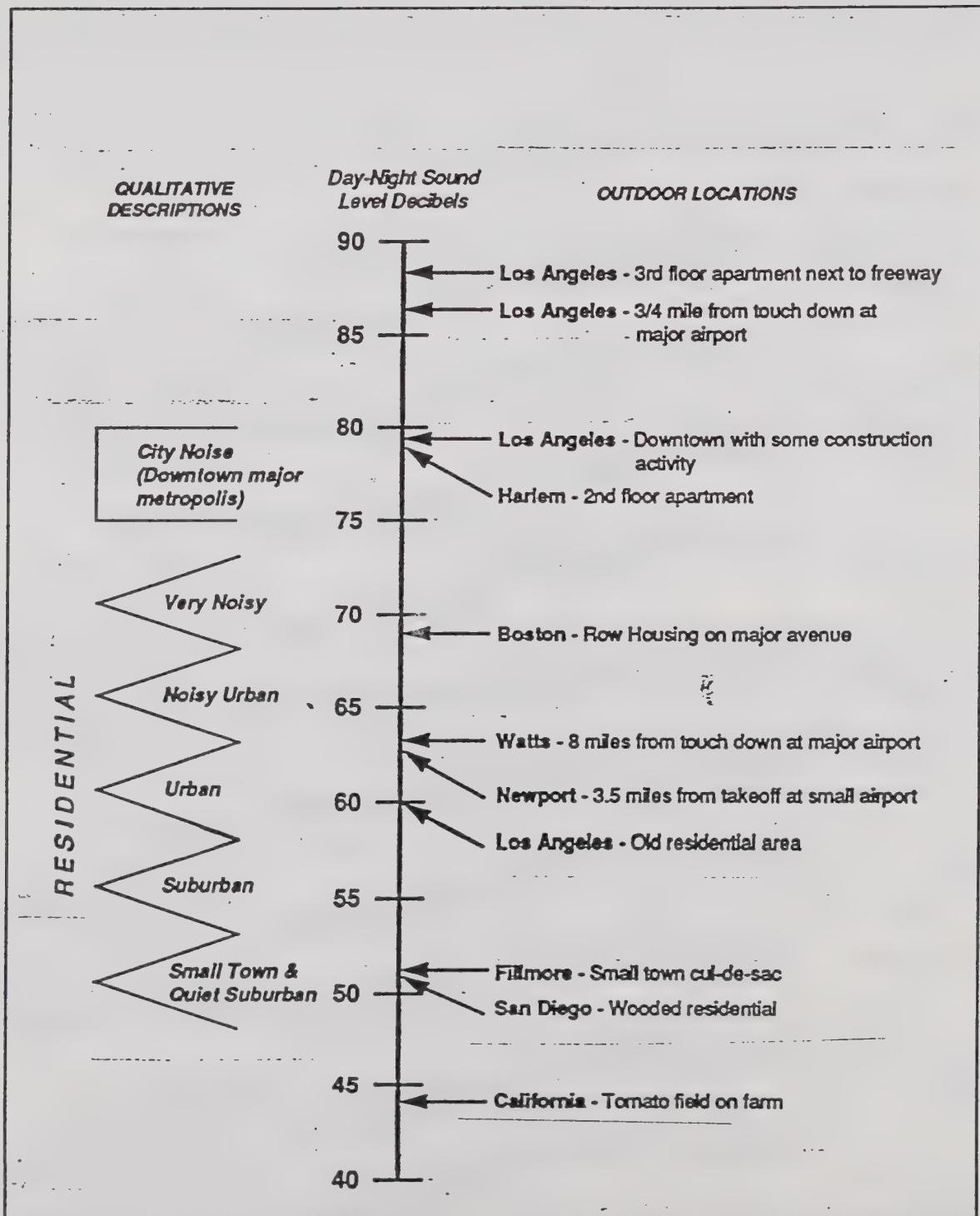
New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

Clearly Unacceptable

New construction or development should generally not be undertaken.

FIGURE VI-2

RANGE OF TYPICAL OUTDOOR NOISE ENVIRONMENTS
 [Expressed in Terms of Day-Night Sound Level (L_{dn}),dB]³



³ Office of Planning & Research, Appendix A: Guidelines for the Preparation and Content of the Noise Element of the General Plan, General Plan Guidelines, 1990.

TABLE VI-1
NOISE LEVEL PERFORMANCE STANDARDS
For Non-Preempted Noise Sources

Exterior Noise Level Standards*

Receiving Land Use	Nighttime 10pm - 7am			Daytime 7am - 10pm		
	RS	S	U	RS	S	U
One and Two Family Residential	40	45	50	50	55	60
Multiple Family Residential	45	50	55	50	55	60
Public Space	50	55	60	50	55	60
Limited Commercial		55			60	
Commercial		60			65	
Light Industrial		70			70	
Heavy Industrial		75			75	

RS-Rural Suburban, S-Suburban, U-Urban

Nighttime 10:00pm - 7:00am	Noise Category	Cumulative No. of Minutes in any 1-Hour Period	Daytime 7:00am - 10:00pm
45	1	30	55
50	2	15	60
55	3	5	65
~ 60	4	1	70
65	5	0	75

- * Each of the noise level standards specified in Table VI-1 shall be reduced by five (5) dB for pure tone noises, noise consisting primarily of speech or music, or for recurring impulsive noises. The standards should be applied at a residential or other noise-sensitive land use and not on the property of a noise-generating land use. Nighttime and Daytime standards are measured by dB.

- a. Noise sources preempted from local control, such as railroad and highway traffic:
 - 60 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL within interior living spaces or other noise-sensitive interior spaces.
 - Where it is not possible to achieve reductions of exterior noise to 60 dB CNEL or less by using the best available and practical noise reduction technology, an exterior noise level of up to 65 dB CNEL will be allowed.
 - Under no circumstances will interior noise levels be allowed to exceed 45 dB CNEL with windows and doors closed.
 - b. For noise from other sources, such as local industries:
 - 60 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL or less within interior living spaces, plus the performance standards contained in Table VI-1.
3. New development of industrial, commercial or other noise generating land uses will not be permitted if resulting noise levels will exceed 60 dB CNEL in areas containing residential or other noise-sensitive land uses. Additionally, new noise generating land uses which are not preempted from local noise regulation by the State of California will not be permitted if resulting noise levels will exceed the performance standards contained in Table VI-1 in areas containing residential or other noise-sensitive land uses.
 4. Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with the recommendations of the California Office of Noise Control.
 5. New equipment and vehicles purchased by the City shall comply with noise level performance standards consistent with the best available noise reduction technology.

THE EXISTING AND FUTURE NOISE ENVIRONMENT

The major noise generators in Lathrop as described in Part II are the Interstate 5 and State Route 120 freeways, the Southern Pacific and Union Pacific Railroads, arterial streets, the airport at Sharpe Depot and some industries. Facilities which are particularly sensitive to noise include schools and parks and convalescent and general hospitals. These facilities are sufficiently removed from major sources of noise so as not to be adversely affected.

Noise generators which can be expected to have impacts on residential development are Southern Pacific Railroad operations, Sharpe Depot helicopter operations, Stockton Airport operations and I-5 freeway traffic. All of these sources will affect residential development in the area between Lathrop Road and Squires Road, East of I-5. Railroad operations can be expected to generate a 24 hour day/night average exterior noise level of 72 dB at a distance of 50 feet west of the railroad right-of-way centerline. For a single event, train noise levels at night can be expected to be in the range of 90-100 dB, with a maximum A-weighted noise level of 90 dB. A single event helicopter flight could generate a noise level of 89 dB. Noise contours distances expected for these sources are shown in Table VI-2 and on Figure VI-2.

Because of heavy flyover traffic, the Stockton Airport's "Area of Influence" is proposed for extension south to Lathrop Road. This will constitute a new source of single event noise for Lathrop.

TABLE VI-2

**NOISE CONTOUR DISTANCES FOR I-5, SPR AND SHARPE DEPOT
HELICOPTER OPERATIONS IN THE RESIDENTIAL AREAS PLANNED
BETWEEN LATHROP AND SQUIRES ROAD, EAST OF I-5⁴**

Noise Source	Distance (feet) from Source Centerline to L _{dn} dB Contour on Residential Site				
	80	75	70	65	60
Interstate 5	180	385	825	1,780	3,835
S.P. Railroad	*	72	157	339	729
Sharpe Depot	*	400	*	1,000	*

* Data not included.

Noise contours from the sources listed in Table VI-2, and from State Route 120 and industries, are not expected to have an adverse effect on existing and planned land use elsewhere within the planning area because existing and planned land use at other locations along the railroads and freeways will be commercial, industrial or open space. [Also see projected noise contours, Figures III-9 and VI-2]

Noise contours from Interstate 5 and the S.P. Railroad sources listed in Table VI-2 can be expected to vary considerably in distance from their source into areas of commercial development on the Stewart Tract and in SPA #2, depending on the size and configuration of commercial buildings that are closest to these sources, and the width and extent of screen planting provided within landscape corridors developed along the freeway (and railroad). As to building placement, the City will require that commercial buildings be placed in such relation to each other and to noise sources that they will effectively block or redirect noise levels away from residential and other non-commercial uses.

NOISE ATTENUATION

1. Since residential land uses are prohibited within the 65 dB L_{dn} noise contour under State standards, it may be necessary to provide sound barriers along the west side of the S.P. Railroad and the east side of I-5 in order to meet the standard for exterior noise levels. Along the freeway, a landscaped buffer strip is also proposed for both visual screening and to further aid sound attenuation. Along the east side of Harlan Road, a landscaped corridor may also be required to further reduce the impacts of future freeway noise to meet State standards.
2. Apply State Noise Insulation Standards where applicable to new single-family detached and attached housing units, hospitals, convalescent hospitals, and rest homes.

⁴ Adapted from Table 3.18, Final EIR, Vernor-Lathrop Area General Plan Amendment, February, 1990, Engineering Science

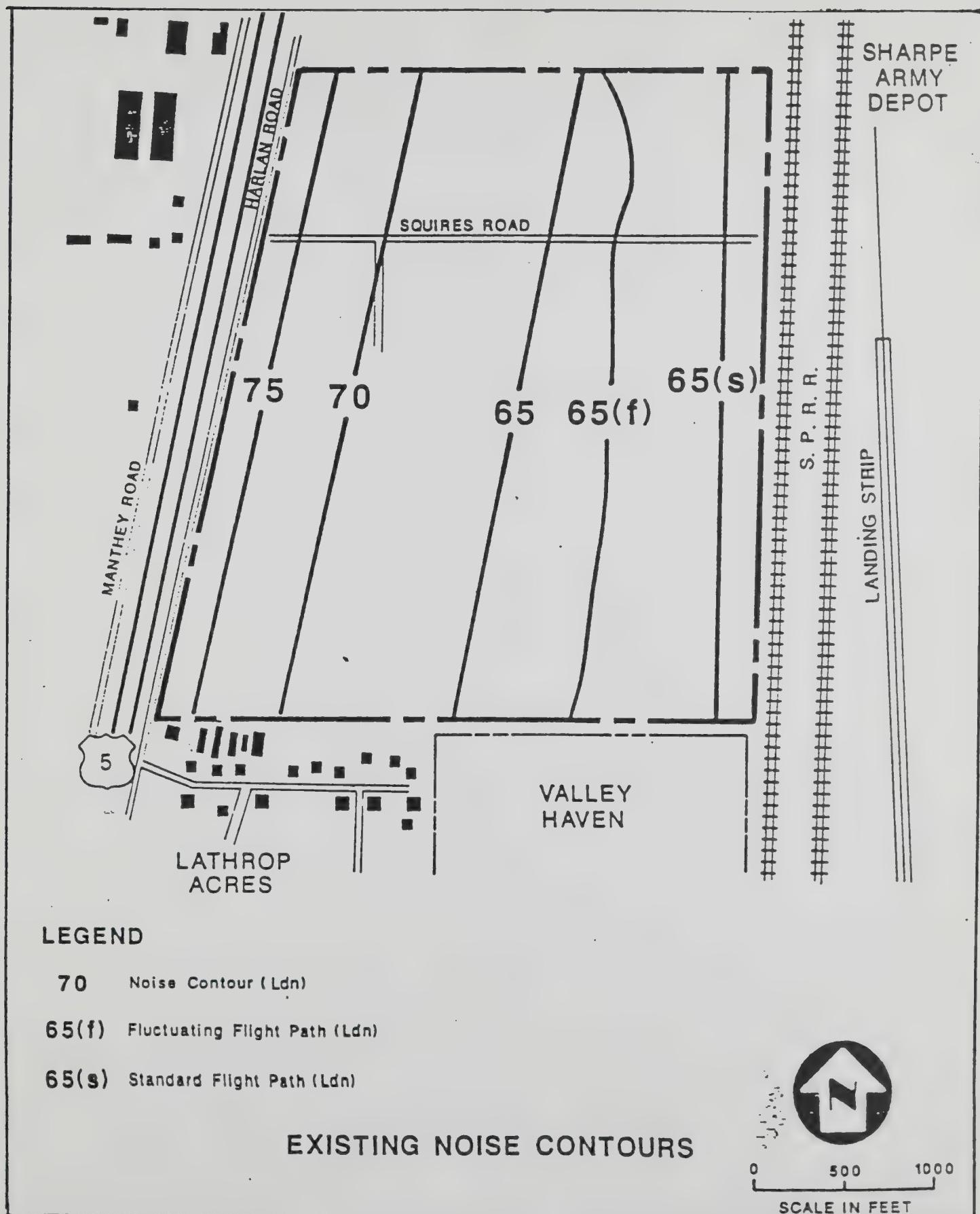
2. Apply State Noise Insulation Standards where applicable to new single-family detached and attached housing units, hospitals, convalescent hospitals, and rest homes.
3. Assure that commercial/industrial uses are constructed to maintain appropriate interior noise levels for customers and the work force.
4. Require the placement of commercial and industrial buildings along Interstate 5 and the S.P. Railroad so as to block or otherwise direct noise levels away from residential areas.
5. Develop and apply uniform standards of structural design and aesthetic quality to sound walls required along freeway sections, arterial streets and railroads, and as buffers between industrial and non-industrial uses of land. Sound walls along freeway and street rights-of-way shall include permanent landscaping of trees, shrubs and groundcover, and automatic irrigation, that is in scale with wall height and the lineal character of the corridor in which the wall is to be placed. Where appropriate, sound wall corridors shall be integrated with buffer, pedestrian and bicycle corridors as described under "Open Space for Outdoor Recreation" in Part V - Resource Management Element.
6. Require the granting of aviation easements as a condition of all new development that will occur within the extended boundaries of the Stockton Airport Area of Influence. The easement shall be granted on behalf of the airport and shall implement procedures concerning notice and disclosure of airport impacts, including overflights and noise.

ENFORCEMENT

Noise Element Guidelines prepared by the Office of Noise Control of the State Department of Public Health urge communities to adopt a community noise ordinance in order to carry out policies of the Noise Element, and to assure compliance with State requirements for certain other noise control programs. The City shall consider the adoption of such an ordinance.

FIGURE VI-3

EXISTING NOISE CONTOURS IN NORTH LATHROP



EXISTING NOISE CONTOURS

PART VII

DIRECTIONS FOR GENERAL PLAN INTERPRETATION AND IMPLEMENTATION

INTRODUCTION

Part VII covers the principal means available and/or required to implement the Lathrop General Plan. It begins with a discussion of how to interpret the Plan. Subsequent topics include the Specific Plan, achieving zoning consistency with the General Plan, growth management, adopting a Comprehensive Annexation Plan, updating the development fee structure, the Financial Plan, redevelopment, monitoring progress in Plan implementation, implementation strategy and the Annual Report.

INTERPRETING THE GENERAL PLAN

Plan Diagram + Text + EIR = General Plan Document

The entire text of this document (including the EIR) and the General Plan Diagram which accompanies it constitutes the Lathrop General Plan. While the Plan Diagram may typically be referred to more frequently than the text, full understanding of applicable policies and proposals illustrated on the Plan Diagram requires reference to the text. Such reference is essential to those of the private sector who are or will be engaged in urban development, and those of the public sector responsible for carrying out various policies and proposals of the Plan. In addition to City departmental and management staff, and the City Planning Commission, City Council and Redevelopment Agency, the latter group includes the Manteca Unified School District, and agencies of County Government and the State, such as LAFCO, the Council of Governments, County Community Development, County Public Works and Caltrans.

Plan Flexibility

The word "general" is a key to understanding the nature of policies and proposals. It implies overall agreement on major issues without a straight jacket of inflexibility; it implies variation and encourages innovation while working toward the achievement of common goals; and it implies the need for adjustment of policies and proposals as changing conditions may dictate. While not inflexible, neither is the Plan to be viewed as being so flexible as to accommodate whatever position or policy may be sought through interpretation.

A properly administered General Plan demands that the rule of "reasonableness" be applied to permit flexibility, variation and adjustment as long as the integrity of basic policies and proposals is maintained. However, any changes that are desired must result from careful study (as required by the State Planning Law). Such study must be made independent of pending applications for controversial development proposals, temporary fiscal problems and other "matters of the moment". The policies and proposals of the Plan are not intended to be changed or twisted to accommodate special interests, whether public or private.

Plan Integrity

The integrity of the Plan must be maintained if it is to be an effective instrument of public policy among units of government, private enterprise and the public-at-large. Moreover, if Plan policies and proposals are ignored during the zoning process, or if they are changed without following the due process and guidelines established by the State, the entire local planning process becomes subject to legal sanction. This can include action by the Court, the Attorney General's Office and the State Office of Planning and Research prohibiting the subdivision of land, approval of zoning permits and issuance of building permits until corrective action is taken. This type of sanction has been taken against the planning programs of several counties and cities in recent years.

Written Interpretation

The wide range and complexity of subject matter covered by the General Plan is certain to generate questions of interpretation. As questions arise, the City's Planning Department should prepare written interpretations for review with and concurrence by the City Council and other affected public bodies. These written interpretations will become a body of official opinion and a public record for consistent application of policies and proposals of the Plan, and for discussion during annual review and possible amendments to the Plan.

USE OF THE SPECIFIC PLAN

In Part II of this document, the Specific Plan is described as a primary tool of general plan implementation, with several Specific Plans required to cover the special needs of the established community, the new Sub-Plan Area #2 west of Interstate 5 to the San Joaquin River, and of Gold Rush City. Part II also lists the three basic functions of the Specific Plan, including interpretation of the General Plan, illustration of General Plan policies and proposals, and the regulation of land use that can occur separate and apart from that otherwise required under the zoning ordinance.

Authority and Application

Article 8, Chapter 3, Division 1, Title 7 of the Planning and Zoning Law provides the authority and requirements for the preparation of specific plans [see Appendix "A" for the full text of the law.] Of special note is the provision that exempts residential projects that are made the subject of an EIR for a specific plan from any further environmental assessment unless conditions change to the point where the EIR prepared for the specific plan is no longer adequate.

If desired for the established part of town, one or more specific plans can be developed to guide the improvement of older areas . As an example, a specific plan can be prepared for all of Lathrop Acres, providing urban design and policy guidance for carrying out a Redevelopment Project Plan as well as the General Plan. For lands in SPA #2 extending west to the San Joaquin River, several specific plans probably will be required involving different groups of property owners and/or developers. Since initial development must be of sufficient magnitude to assure the financial feasibility to construct the first stage of a wastewater management system, the initial specific plan for residential development may require several hundred acres.

For Gold Rush City, a single specific plan would set forth the detailed plans and programs that will be followed by a single group in developing the entire area proposed for urbanization during the next 20 years. Of importance to all kinds of areas requiring a specific plan, all specific plans must be made consistent with the General Plan, and with each other to the extent that they involve proposals for land use, circulation, open space or infrastructure that must have continuity among lands covered by different plans.

The Mechanics of Landowner Cooperation

Simply stated, the mechanics for achieving successful specific plan preparation and adoption by the City Council will be well organized cooperation among affected landowners to get the job done. With the exception of large-scale projects under one or a related ownership, the essential principle is that landowners must cooperate with each other in order to participate and succeed in the process of town building. This principle is embodied in the General Plan as policy if Lathrop is to merge as a "new town" worthy of the phrase and of the unique opportunity that exists to make it happen.

Shared Responsibility for Plan Preparation

The responsibility for Specific Plan adoption rests with the City. However, responsibility for Specific Plan preparation may vary depending on the circumstances. For a large project under a single or related ownership, involving significant acreage and/or a major component of proposed land use, the Specific Plan would normally be prepared by the developer(s) in interest. For Gold Rush City, the Specific Plan would be prepared in preliminary or "draft" form for the entire area designated for potential development by the General Plan. Close coordination is required between the developer's planning and design team and the City's planning, engineering, public works and management staff during the plan-making process so that City officials can give constructive critique to the Plan's development rather than merely reacting after the fact of receiving the draft Specific Plan. This process of shared responsibility is important to the developer as well to the City, and is basically a reversal of roles from those involved in preparing the General Plan. Since the City must reserve responsibility for final interpretation of a Specific Plan's consistency with the General Plan, common sense dictates this shared approach to Plan development.

The more common example will occur in Sub-Plan Area #2, where there will be the need for several owners to sponsor one or more Plans, or one owner to sponsor it and the others to participate along with City staff in the process of review and critique as Plan proposals emerge. However, a third approach may be required where the City engages more directly in the Plan-making function, working with multiple owners to bring about a successful development proposal. This third approach would be useful where a developer is not "in hand", but where the owners want to better understand the development opportunities available. A request for revisions to a Plan prepared in this fashion can be expected once a developer becomes directly involved.

Format and Content of a Specific Plan

While the law cited in Appendix "A" describes legislative intent and authority, wide latitude is given as long as certain mandatory requirements of the law are met. For lands west of Interstate 5 and for Gold Rush City, the immediate task will be to blend planning and design decisions for large sections of acreage into an integrated whole that will give desired shape and dimension to the urban form that is called for in concept by the General Plan. As guidance, the specific plan should include at least the following components:

1. A summary of the goals, policies and proposals of the General Plan that are applicable to the land area covered by the Specific Plan. This will serve to remind the user and decision-makers of the principal thrust of the General Plan for which consistency is required.
2. A section which interprets the applicability of each element of the General Plan, the degree of flexibility which is permitted, development standards to be applied and guidance to the phasing and coordination of development activity required internally, and externally with adjacent properties.
3. A section which illustrates the ways in which private and public improvements are to be designed. The liberal use of photographs, sketches and diagrams will be useful and necessary.
4. Development regulations to be used in place of, or partial substitute for, regulations otherwise provided in the zoning ordinance. An applicant literally can write a new set of regulations to carry out design proposals that will apply only to lands covered by the Specific Plan involved. Such regulations can provide a process where decision-making rests with the developer for some types of regulation (e.g., architectural review), where it is shared with the City for others (e.g., site plan review) or where it rests solely with the City (e.g., procedural, due-process requirements).
5. Coordination required with other adopted specific plans or plans in preparation, including the provision and extension of public and private improvements.
6. Proposals for timing, phasing and financing of development.
7. An environmental impact report provided either separately or as part of the Specific Plan document that describes all of the plan proposals which are built-in to the Plan as means to avoid the potential for adverse impacts on the environment, and which describes further impacts, and mitigation to be required by the City as development occurs under the Specific Plan.

ACHIEVING ZONING CONSISTENCY WITH THE GENERAL PLAN

State Law requires that the City's zoning ordinance and zone plan be consistent with policies and proposals of the General Plan. As part of the City's current General Plan Program, a new zoning ordinance has been prepared which meets this test of consistency. The ordinance provides a series of regulations and procedures that will permit the progressive implementation of land use policies of the General Plan with sensitivity to the needs of the established community east of Interstate 5 as compared to the specialized needs of lands west of I-5 and for Gold Rush City.

The consistency doctrine holds that the regulation of land use through zoning must be based on and be consistent with the local jurisdiction's land use planning policy. California assumed early leadership in defining this doctrine. In 1965, the Court of Appeal decided in a landmark case that the general plan serves as the "constitution" for all future development.¹ Since then, a variety of legislative acts and court

¹ See O'Loane v. O'Rourke(1965) 231 Cal.App.2nd774,782.

actions have combined to further this decision to where lack of consistency of actions under zoning and subdivision ordinances with policies and proposals of a General Plan renders an action invalid.

Where land is zoned for a purpose that is inconsistent with the general plan, or where a zone change or other permit is sought for a use that is not consistent with the general plan, an application for such entitlement should not be accepted for processing since the requirement for denial becomes mandatory.

Examples of provisions of state law and legal precedents that require consistency with the general plan include:

- Agricultural preserves established under the Williamson Act.
- Capital improvements programs; acquisitions and dispositions of public property.
- Development agreements.
- Projects undertaken by local housing authorities.
- Waste management sites

ADOPTING A COMPREHENSIVE ANNEXATION PLAN (CAP)

A major policy of the General Plan is that the City follow a program of annexation of lands needed for urbanization over the next 10 years. In order to implement this policy, the City should prepare and adopt a plan and program of annexation that addresses all of the criteria and requirements of law that must be evaluated by the San Joaquin County LAFCO on a comprehensive basis. In reviewing a proposal for annexation, the core factors which LAFCO must consider concern community-wide land use, development and public service policies of the City, and may be summarized as follows:

1. The likelihood of significant growth and its effect on other incorporated and unincorporated territory during the next 10 years.
2. The costs and capability of providing adequate public facilities and the levels of governmental service required.
3. The effects on adjacent areas, on mutual social and economic interests, and on the local government structure of the County.
4. Conformity with LAFCO policies which seek efficient patterns of urban development, including encouraging the guiding of urbanization away from existing prime agricultural lands and encouraging development of existing vacant or non-prime lands within an Urban Development Boundary (UDB) before allowing development outside the UDB.
5. Maintaining the physical and economic integrity of agricultural lands.

In addressing these factors, the burden of proof rests with the City to make the case for the City's overall strategy on managing urban growth. Much of the content required for a Comprehensive Annexation Plan is provided in various parts of this General Plan document. It is to be noted, however, that a CAP must be sensitive to LAFCO policies and procedures that require firm proposals for development. Thus, LAFCO cannot be expected to embrace proposals of a CAP that do not relate to formal development project applications before the City that are already covered by an adopted Specific Plan.

GROWTH MANAGEMENT POLICIES AND PROCEDURES

As used here, the phrase "growth management" refers to the policies and procedures to be followed in managing the rate and extent of urbanization on an annual basis. As practical matter, there are a variety of factors over which the City has little if any control or influence that can affect the annual growth rate. Chief among them are recessionary forces affecting the State and Nation, and competitive forces affecting the rate of growth among all communities of the region. Assuming that these forces are mostly positive and stable over the course of the next two decades, then the goals and policies of the General Plan that give direction to the growth management function are:

1. The General Plan emphasizes the development of job-creating and tax revenue creating activities during the early phases of development as a matter of primary importance to achieving other goals of the Plan. Despite pressures and demands that are certain to emerge in order to build housing units at a rapid pace, a clear policy of the General plan is to limit the pace and quantity of housing construction to annual allocations in reasonable balance with the growth of Lathrop's economic base.
2. Vigorous promotion of commercial and industrial development is possible before new sub-regional water and sewerage system facilities are available for the development of lands west of I-5.
3. Assuming an aggressive economic development program for Lathrop, the City could develop an average of 500 housing units per year for 20 years.
4. The City's ability to stay abreast of its financial and service capabilities will require annual monitoring. Once a monitoring system is in place, it will be relatively easy to identify current conditions and to estimate the probable impacts of new development proposals.
5. Rather than adhering to an arbitrarily fixed percentage of annual growth as a matter of policy, it will be the City's responsibility to manage the growth rate in relation to physical and financial capability of municipal service.
6. Specific Plans are required as a condition of development within SPA's #2 and #3. Such plans are to specify the probable rate and extent of development proposed, and how proposals for residential development relate to or are affected by Items 1 - 5, above.
7. Specific Plans must also carry out all of the related policies and proposals of the General Plan as they may affect the properties involved, as set forth in the elements of the General Plan and as may be required as means to further mitigate potential adverse significant effects on the environment.
8. Developers of land will be required to meet all of the costs of public infrastructure that are reasonably related to and which are generated by their projects.

All of these policies are interrelated. For the first 3-5 years after General Plan adoption, as the community awaits the economic potential of Gold Rush City and the expansion of its industrial base, the highly favorable jobs/housing balance that now exists (approximately 2.8 local jobs per resident household) provides a substantial cushion to allow for residential expansion without having to be concerned that negative fiscal impacts may jeopardize the levels of public service which the City, School District and

other agencies of local government can provide. However, in the next two years, the City should have its monitoring system in place with the capability for updating the data base on population, housing, economic activity and municipal finance, and for determining the probable fiscal and service impacts of alternative proposals for development under the Specific Plan process. The results of such monitoring and impact analysis will provide the City with relevant information for determining annual allocations of housing. A computer-assisted monitoring program is required that will allow City personnel to be trained in its use and management.

THE FINANCIAL PLAN

The City provides services to the people, and regulates certain activities for the common good. Therefore, the most important decisions the City will make will be those that determine which services will be provided and which level or standard of service will prevail. The framework for the systematic provision of needed public services is the Financial Plan.

Components of the Financial Plan

The Financial Plan has three major components: 1) the capital improvements program; 2) the public services program; and 3) the revenue program. Each of these components is integrated with the others to provide a balanced view of requirements to overcome deficiencies and to meet emerging needs.

The capital improvements program provides a priority list of public improvements which will be needed over a five year period. From this list, projects are selected and recommended to the City Council for inclusion in the annual budget. Each year, the program is extended an additional year to maintain the five-year perspective. Financial data, including capital project costs, revenue estimates and projected annual costs of operation and maintenance become a vital part of the program.

The public service program provides a balanced view of the operating and capital expenditures required for continuation and expansion of City services. It permits selection of the levels of service to be provided under various departmental programs, indicating the impact which a given level will have on long-term commitments to capital improvements and to costs of operation and maintenance.

The revenue program deals with the acquisition and allocation of funds necessary to carry out the capital improvements and public services programs.

Value of the Financial Plan

From the vantage point of the citizen, the Financial Plan provides an understanding of the fiscal requirements for meeting the needs for and maintaining public services and capital improvements. Utilized to its full potential, the Plan will permit gradual achievement of community goals while avoiding an atmosphere of crisis which can arise when revenues and spending are projected only on an annual basis. From the vantage point of the City Council and City Manager, the Financial Plan becomes an essential device for policy decision and the effective and efficient management of City affairs. It provides a consistent means to examine needs, to evaluate their relative importance in relation to policies of the General Plan, and to determine which needs can be met within the limitations of financial resources and the ability and willingness of the community to pay for them.

Scheduling the Process

The process involved in preparing the Financial Plan is the same, basically, as that followed in developing the annual budget. The steps required are:

1. Conception and initiation of capital projects.
2. Submission of capital improvement request forms to departments.
3. Analysis of revenue and expenditure patterns by the City Manager.
4. Review of departmental requests by City Manager.
5. City Manager makes recommendations to City Council.
6. City Council public hearings, review and adoption.
7. Construction plans, advertising and contract awards.
8. Coordination of projects among agencies (including intergovernmental and city/utility company coordination).
9. Amendments to Financial Plan, including mid-year amendments as needed.
10. Begin the process again for the succeeding year.

REDEVELOPMENT AND REVITALIZATION

While use of the California Community Redevelopment Law procedures is new to Lathrop, selective redevelopment and revitalization has been made a major policy of the General Plan as described at the end of Part II. The approach made possible by California Statutes is that lands can be acquired and developed for private purposes if a favorable private investment is possible and is assured by contract with the City's Redevelopment Agency. The law also requires that needs of affected landowners be met fairly either through opportunity to participate in the new development, or to sell at fair market value and be relocated without incurring personal (or business) expense.

The procedure to be followed is highly technical and complex, but the results can be extremely rewarding. An important goal of the General Plan is to assure that residents and landowners of the established community have the opportunity to benefit from the City's efforts in managing the expansion of Lathrop as a new town. These benefits can range from providing necessary improvements where they are lacking to eliminating other forms of physical blight that prevent properties from realizing their economic potential.

The City's first redevelopment project area may cover much of the developed lands and intervening vacant lands that lay within the existing City Limits. The first step in the process is to create a Redevelopment Agency (the City Council) and have a Redevelopment Plan prepared which specifies the powers and authority of the Agency, identifies the range of public improvements to be realized over time, the costs of those improvements, and the extent and manner in which these improvements may be financed over the years ahead utilizing the special financing tools that are available to a Redevelopment Agency by law that are not otherwise available to a City Council.

The principal financing tool available under this law is "tax increment" or "tax allocation" financing. Through this approach, a Redevelopment Agency may borrow money or sell debt instruments to finance improvements in a project area. Repayment of these debts is made by capturing the incremental increase in the tax base that occurs as the result of new development that takes place after adoption of the Redevelopment Plan. The increment is the increase in taxes received between the time that a

redevelopment project is conceived and the time when the project is completed. The increase in taxes received is based on the difference in assessed value that results from a project. The amount of original tax received by all local agencies before a project is started continues to flow to those agencies. But the incremental increase in taxes flows to the Redevelopment Agency for repayment of debts incurred in carrying out a project. Under this approach, the feasibility is more easily established for attracting private investment to finance and construct all of the private improvements associated with a project.

IMPLEMENTATION STRATEGY AND ANNUAL REPORT

Amendments to the State Planning and Zoning Law (effective January 1, 1985), require a systematic approach to General Plan implementation. Section 65400 of the Government Code requires the Planning Commission to investigate and recommend to the City Council "...reasonable and practical means for implementing the General Plan or element of the General Plan, so that it will serve as an effective guide for orderly growth and development, preservation and conservation of open space land and natural resources, and the efficient expenditure of public funds relating to the subjects addressed in the General Plan." The law further requires that the City Council receive an annual report on the status of the General Plan and progress toward its implementation.

This requirement seeks to avoid the often fragmented and incomplete attention to Plan implementation that has characterized the actions of too many cities and counties. The most common practices have been to respond to requests for Plan amendments and zoning applications, to prepare a capital improvement program, and to undertake special projects as desired.

What is needed in Lathrop to respond to these requirements is to classify and assign priorities to policies and proposals of each Element of the General Plan. The classifications should define required kinds of actions (plan, program, capital project or regulation), who is responsible (public agency, private organization or individual), and the short, medium and long-range time frame involved. The decision on priorities rests with the City Council. However, discussions should be undertaken also with other public agencies and the private sector, with opportunity for participation by interested citizens through public meetings and hearings. In some cases, collaborative or even separate actions from those of the City may be required by other parties.

The State Office of Planning & Research has determined that the requirements for an Annual Report may be met by completing and returning to the Office the annual questionnaire sent out by the Office to all cities and counties each spring. However, a report made to the City Council in keeping with the letter and spirit of the law is far more useful as a gauge of the City's commitment and success toward Plan implementation.

THE DEVELOPMENT FEE STRUCTURE

In response to recent legislation, the City Council adopted a set of preliminary development fees required of private developers for on-site and off-site improvements. With adoption of the General Plan, the fees should be revised to reflect any changes in basic assumptions and costs. Fees for water, sewerage and drainage/flood control should be revised upon completion of the Master Plans for these facilities. Fees should also be revised every 2-3 years to reflect any increases (or decreases) in construction costs that may result from inflation.

PART VIII

FINAL ENVIRONMENTAL IMPACT REPORT

PREFACE TO THE FINAL EIR

The Final EIR consists of the entire Draft EIR, and Appendix "D" entitled "Final EIR Response to Comments". The body of the Draft EIR has been amended to include changes in the form of additions, deletions and corrections accepted by the City in Appendix "D" as being necessary to fulfill the requirements of the California Environmental Quality Act (CEQA). Some of the information that appeared in the Draft EIR has also been reorganized and presented in different sections. This is especially the case concerning the Executive Summary, which now appears in Part I of the document. All responses to comments have been prepared by Robert E. Grunwald, principal author of the combined General Plan and EIR document, with the advice of members of the Grunwald & Associates consulting team.

SECTION A - INTRODUCTION AND SUMMARY

INTRODUCTION

Section 15166 of CEQA Guidelines permits the EIR on a General Plan to be incorporated as part of the General Plan document if: 1) the General Plan addresses all the points required to be in an EIR, and 2) the document contains a special section which identifies where the General Plan addresses each of the points required. Part VIII of the General Plan document is intended to meet these conditions since much of the document's contents already addresses CEQA requirements for an EIR.

CEQA requires that mitigation measures contained in an EIR certified by the City Council must be systematically applied, as the project which is the subject of an EIR is carried out. In this case, the "project" is the General Plan, which describes the Plan's goals and the policies and proposals to be implemented over various periods of time. Thus, an important objective is to provide decision-makers with a ready reference to those measures which will have relevance to future proposals for General Plan amendment and to programs devised to implement the Plan.

The format is consistent with CEQA Guidelines. Reference is made to specific parts and sections of the Plan document where appropriate, with the reference bolded and contained by brackets [example]. Additional discussion is also provided where necessary to supplement environmental information provided in other parts of the General Plan document.

AN ESSENTIAL PERSPECTIVE

The Value of Previous Environmental Assessment

This EIR takes into consideration the fact that policies and proposals of the previous Lathrop General Plan have already stood the test of environmental analysis. To the extent that such policies and proposals remain essentially unchanged, further analysis is not required except as covered under the topic of long-term cumulative impacts. As a practical matter, however, the proposed changes in General Plan policies

and proposals for Lathrop are of such magnitude that fresh environmental analysis was determined to be necessary.

A 20 Year Planning Period within a 40 Year Regional Perspective

The time frame of the General Plan is fairly conventional in the time span it covers, and therefore the manner in which potential environmental impacts are assessed. The basic long-range planning period is for approximately 20 years, to the year 2012. The policies and proposals of the Plan, as described in Parts II, IV, V and VI, reflect a realistic potential for expanding the local employment base in support of an anticipated permanent population of 30,000 located mostly within Sub-Plan Areas #1 and #2 [see Figure IV-1].

To a limited but important respect, the General Plan also maintains options for the future in the context of a 40 year perspective on what may become very long range needs of the region for transportation and circulation facilities. The important point here is the need to identify possible regional needs beyond 20 years, such as transit corridors, so as to not foreclose the options for future right-of-way acquisition simply because no one looked beyond the 20 year requirement.

Mitigating Environmental Impacts Through General Plan Policies and Proposals

By its very nature, the General Plan seeks to enhance the quality of the environment while accommodating additional population and urban expansion. To the extent that it achieves these objectives, its policies and proposals in many cases serve to mitigate potential adverse impacts before the fact of urban development. Impact and mitigation analysis was in preparation concurrently with the drafting of the General Plan so that the Plan would anticipate the need for and encompass policies and proposals intended to avoid adverse environmental impacts where possible and to reduce other impacts to levels that are acceptable in keeping with the intent of CEQA.

SUMMARY OF GENERAL PLAN POLICIES AND PROPOSALS TO THE YEAR 2012

The General Plan covers three sub-planning areas [see Figure I-1]. It provides for the expansion of the existing community which lays east of Interstate 5 (SPA #1), for the expansion of the City west of Interstate 5 to the San Joaquin River (SPA #2), and for the addition of Gold Rush City (SPA #3) on the Stewart Tract southwest of the existing community [see Figure III-2]. Lathrop's combined expansion within SPAs #1 and #2 would include residential, commercial, industrial, public service and recreation open space and related infrastructure to meet the needs of a permanent population of 30,000 by the year 2012.

Residential expansion within SPA #1 would occur north of Lathrop Acres to just beyond the line of Squires Road, as in-fill on vacant parcels south of Lathrop Road, and within older sectors in need of rehabilitation through redevelopment. Residential expansion within SPA #2 would occur in "villages" which create distinct residential environments together with a broad range of commercial, professional service, school, park, and other public and semi-public services required at the village (neighborhood) level. These villages would accommodate from 7,000 to 10,000 people in a variety of housing types to meet the needs of all economic segments of the housing market.

Major commercial development would develop in SPA #'s 1 and 2 in response to the market for goods and services. Generally, such development would occur as the commercial market exists or is expanding.

Within SPA #1, commercial centers are planned primarily at the freeway interchanges because of the influence of the existing development pattern. Within SPA #2, a Central Business District is planned between the Lathrop Road and Louise Avenue interchanges with I-5, which would ultimately become Lathrop's "downtown". Development at and in the vicinity of the interchanges would mostly include Freeway Commercial and Service Commercial use.

Gold Rush City would be developed as a destination center for large-scale commercial recreation/resort activities, with a theme park based on California's historic Gold Rush era as the centerpiece, capable of attracting 3,000,000 visitors each year. [see General Plan Diagram - 2010, attached to this report, and Parts I - VI which describe the "project" in detail.]

SCOPE OF THE EIR

The scope of this EIR was determined after completion of an Initial Study prepared by the Lathrop Planning Department, and after public review under the Notice of Preparation (NOP) process as required by CEQA Guidelines. The scope determined by the Initial Study focused on the topics which follow in consideration of the fact that a series of indirect effects will result as individual development projects are completed consistent with the General plan and applicable Specific Plans.

Scope as Determined by the Initial Study

1. Earth: Impervious surfaces will be created, increasing drainage requirements; difficulty in compacting soils west of the San Joaquin River could result in soil liquefaction and foundation failures during a severe earthquake.
2. Air: The extent of air emissions anticipated for partial as well as full development under the General Plan will be substantial as the result of significant increases in population and vehicle traffic generated by urbanization, and will result in long-term cumulative effects on the San Joaquin Valley Air Basin. .
3. Water: The use of groundwater as a long-term source of domestic water is placed in question by concerns for the long-term quality of groundwater as may be influenced by salt water intrusion extending easterly from the Sacramento-San Joaquin Delta. The need and options for supplying surface water on a permanent basis requires examination as part of General Plan studies. A potential for significant effect due to flooding within SPA #3 also exists.
- 4.&5. Plant Life & Animal Life: Nearly 5,000 acres of productive agricultural acreage will require conversion to urban use. Significant habitat for fish and wildlife may be present along the San Joaquin River, its tributaries and man-made water channels throughout various parts of the planning area, and especially west of the River. There is potential for adverse effects on the habitat of rare and threatened species of plants and animals close to waterways and forage areas.
6. Noise: Depending on the proposed land use pattern in relation to freeways, major arterials, railroads, and commercial generators of noise, significant effects may occur that should be addressed in the project EIR.
7. Light and Glare: Light and glare will increase primarily from the installation of lighting necessary for large-scale commercial recreation uses. Significant effects of such intensive lighting

will occur, including effects on the night sky and the visual character of nearby residential neighborhoods.

8. **Land Use:** Significant effects can be expected from various options in land use patterns. Care is required in the selection of those patterns which will best mitigate the potential for adverse impacts as discussed under other topics described in this Initial Study.
11. **Population:** The proposal can be expected to alter the location, distribution, density and growth rate of the human population of the greater Lathrop area. Significant effects may occur in relation to other topics described in this report.
12. **Housing:** The project may have significant effects, depending on the housing mix selected, including affordable housing, and the location of housing areas as part of the urban pattern.
13. **Transportation:** Major significant effects are expected as the result of destination traffic generated by the proposed theme park and other large-scale commercial recreation facilities, as well as by traffic generated by the full range of residential, commercial, industrial, semi-public and public areas and facilities which will comprise the expanded city of Lathrop. These effects may include substantial impacts on existing and proposed freeway interchanges and on the traffic capacity of freeway segments connecting with Route 99 to the east, with Stockton to the north and with the San Francisco Bay Area to the west. Mitigation must be sought which will assure the achievement of long-term goals of managing highway traffic and improving air quality. The role of rail transportation will be most significant in this regard.
14. **Public Services:** There is a potential for significant effects on all public services now provided by the City and local special districts, and on services yet to be provided. Fiscal impacts must be analyzed if the costs of providing government services are to be sustainable on an on-going basis.
15. **Energy:** Because of the size and complexity of the urban pattern to be created, the project may eventually result in the use of substantial amounts of natural gas and electrical energy. Significant effects may occur in the event that adequate supplies of needed energy are not easily made available as urban development occurs.
16. **Utilities:** Significant effects could occur with respect to each of the major utility systems to be operated by the City of Lathrop to serve the expanded urban pattern, including waste water management, solid waste management, domestic water supply and surface water drainage.
17. **Human Health:** Proposals for large-scale industrial development could generate significant effects on human health if industries are encouraged having hazardous operations or which would generate hazardous wastes.
18. **Aesthetics:** Significant effects could occur through the loss of both near view and far view scenic vistas now open to freeway travelers.
19. **Recreation:** (see Item 14., above)

20. Cultural Resources: A record search will be conducted to determine if there is a potential for significant effects on cultural resources, including historic sites and structures.
21. Mandatory Findings of Significance.
- a. The project has the potential to reduce the habitat of wildlife species, threaten an animal community and restrict the range of an endangered avian species.
 - b. The project does have the potential to achieve short-term, to the disadvantage of long-term, environmental goals.
 - c. The project will have impacts which are individually limited but cumulatively considerable.
 - d. The project could have adverse effects on human beings, depending on land use policies devised to guide industrial development.

Scope as Identified by the NOP Process

Responses from public agencies and individuals to the Notice of Preparation both reinforce the conclusions of the Initial Study. Some of the responses also call for added breadth or depth of analysis as indicated below, with the responding party noted in brackets.

22. Impact on Agriculture: Identify the extent and value of agricultural production that would be lost through urbanization, the loss of Williamson Act lands, urban/rural conflicts, pressure for the conversion of additional ag land to urban use, and cumulative impact. [California Departments of Agriculture, Conservation and Fish & Game; State Lands Commission; San Joaquin Farm Bureau Federation]
23. Impact on Mineral Resources: Lands of valuable deposits of sand are present within the planning area along the San Joaquin River and between the Interstate 5 merge and the Union Pacific RR. The importance of protecting these resources needs to be addressed as required by State Planning Law and the Surface Mining and Reclamation Act (as amended). [State Department of Conservation; State Mining and Geology Board]
24. Impact on Neighboring Cities: The project will impact the spheres of influence of neighboring cities, their plans for extending infrastructure to serve future urban development patterns, traffic on the freeway system, arterial streets serving more than one community, groundwater, flooding, and air quality. A range of alternatives should be evaluated, including area-wide alternatives and cumulative impacts thereof. Fiscal impacts on neighboring cities. [Cities of Stockton, Tracy and Manteca]; Impact of recreation traffic generated by Lathrop; impact on housing demand elsewhere if not enough housing provided in Lathrop, and need for balance of land use mix [City of Escalon]; cumulative impacts on the multi-county region involving eastern Alameda, southern Sacramento, and northern Stanislaus counties, along with San Joaquin County [City of Tracy].
25. Impact on Wildlife: Discuss mitigation required for impacts on fish and wildlife and their habitat, the planning area's value to fish and wildlife, and potential impacts arising from proposed land use designations. Discuss impact on State- or Federally-listed Rare, Threatened or

Endangered Species. [Note: a list of species was provided by the Department of Fish and Game Discuss any impacts on unique types of habitat, and long-term cumulative effects on fish and wildlife [Department of Fish and Game]; impact on public trust resources of the State's waterways [State Lands Commission];

26. Transportation & Traffic Impacts: Discuss local and regional traffic impacts on State Highway System; required traffic impact fee structure that addresses local, county and state requirements [County of San Joaquin]; Impacts on State Routes 99 and 1-5. potential mainline interchange, ramp and intersection improvements, funding mechanisms and comprehensive traffic analysis [DOT Caltrans, District 10, Stockton]; Consider proximity to Stockton Municipal Airport and Sharpe Airport, including noise contours and possible safety hazards at Sharpe [San Joaquin County Council of Governments]; noise and safety considerations re Sharpe Airfield Defense Logistics Agency, Sharpe Site, Lathrop].
27. Access to Waterways: Discuss constitutional rights of reasonable access and use of State's waterways; provide a riparian parkway along existing riparian habitat of the rivers within the planning area [State Lands Commission].
28. Impact on Water Resources: Assess water quality impacts from urban and storm water runoff, including increased pollutant load from urbanization in conjunction with existing pollutant loads; impact of runoff from construction sites; examine wastewater treatment and disposal options; advance wastewater treatment may be required [California Regional Water Quality Control Board - Central Valley Region].
29. Superfund Site Contamination: Impacts of off-Sharpe Depot contamination Defense Logistics Agency].
30. Full (not Focused) General Plan EIR Required: To also cover justification for 20 year population growth to 55,000, need to document overall impacts, include a graphically legible map, need changes in the Environmental Checklist answers from no and maybe to yes so as to cover all topics [Office of Planning & Research].
31. Public Services Solid waste disposal [San Joaquin County]; school impacts [Manteca Unified School District], coordination of infrastructure needed within Tracy's sphere of influence; [City of Tracy]; Need for gas & electric facilities, including transmission and substations [PG & E].

SUMMARY OF MAJOR MITIGATION MEASURES INCORPORATED AS PART OF THE GENERAL PLAN

Key policies and proposals of the General Plan which will have the effect of mitigating the potential for adverse environmental impacts are summarized below. [See each of the Plan Elements in Parts IV, V and VI of this document for a complete list].

1. A decrease in the area required for urban expansion and consequent population growth to reflect realistic levels of housing demand based on employment projections and the need for a jobs/housing balance. Original "sketch plan" proposals for a population of 55,000 were downgraded to 30,000, based on economic and demographic analysis of the region.

2. A requirement for the adoption of Specific Plans by the City prepared pursuant to the provisions of Section 65450 et seq of the California Government Code. Each Specific Plan will encompass land areas within SPA #'s 2 and 3 which logically should be related for planning purposes. Each Specific Plan will create urban design proposals within the framework of the General Plan, and further refine the environmental analysis of the General Plan EIR to the extent reasonable and necessary to assure adequate mitigation of potential adverse impacts identified by the General Plan EIR.
3. Incremental phasing of development over a 20 year period. Each phase is to be self-contained with respect to environmental impact mitigation so as not to depend on future development to satisfy mitigation required by a current phase of development.
4. The design of a sewerage system which reduces the potential for growth-inducing impacts.
5. Early annexation of lands required for urban expansion during the period 1992-2002; maintaining a growth rate which will not exceed the reasonable capacity of the City and local special districts to provide needed public services.
6. Increasing efforts to achieve the in-fill of vacant lands which have been bypassed by the process of urban development, including efforts to achieve the revitalization of blighted areas through the cooperative efforts of the City and the private sector.
7. Enhancing existing economic activities, and providing for the expansion of business and industry at locations which will be convenient to the population to be served.
8. Reducing traffic impacts on the freeway system by the arrangement of residential land use within Sub-Plan Areas #1, #2 and #3.
9. Reducing impacts on air quality by including provision for public transit as an integral part of early development within SPA #'s 2 and 3, through improvements to freeway traffic capacity and reduction of traffic congestion, by adopting industrial performance standards, and by controlling fugitive dust during construction activities.
10. Partial mitigation of the impacts of converting agricultural land to urban use by applying Measure 3., above.
11. Land Use policies pertaining to residential, commercial, and industrial use, and to public and semi-public facilities which reduce the potential for adverse impact to acceptable levels.
12. Circulation policies pertaining to Interstate and State highways, streets and alleys, and the railroad corridors which avoid adverse impacts or which reduce the potential for adverse impact to acceptable levels.
13. Resource Management policies pertaining to open space for managed resource production, natural and human resources, health, welfare and well-being and outdoor recreation.
14. Hazard Management policies pertaining to seismic safety, safety and noise.

SUMMARY OF SIGNIFICANT UNAVOIDABLE ADVERSE ENVIRONMENTAL IMPACTS of the Project for which the decision-maker must issue a "statement of overriding considerations" under Section 15093 of State CEQA Guidelines (as amended) if the Project is approved.

[See Executive Summary, Part I, p. 1-21]

SUMMARY OF SIGNIFICANT ADVERSE ENVIRONMENTAL IMPACTS THAT CAN FEASIBLY BE MITIGATED OR AVOIDED, for which the decision-maker must make "findings" under Section 15901 of the State CEQA Guidelines (as amended) if the project is approved.

[See Executive Summary, Part I, p. 1-22]

ALTERNATIVES

The "no project" alternative is the environmentally superior alternative, since it would not require any development west of Interstate 5. Of the alternatives that would involve development west of Interstate 5, Alt. 2 - Further Reduced Area of Urban Expansion would be the most environmentally superior alternative, followed by Alt. 1 - Reduced Area of Urban Expansion and the General Plan as proposed. Alt. 2 is shown without Gold Rush City. However, an equally viable approach would be to reduce Gold Rush City as in Alt. 1 and further reduce residential development east of the San Joaquin River because this area would generate greater traffic and air pollution than Gold Rush City.

ISSUES RAISED BY OTHER AGENCIES AND ISSUES TO BE RESOLVED

The neighboring cities of Stockton, Manteca and Tracy have raised questions concerning the regional effects of the project as proposed, effects on existing and future spheres of influence, and fiscal impacts of the project on the three cities. Issues to be resolved include a determination of a logical ultimate sphere of influence for Lathrop vis a vis the other three cities, and inter-jurisdictional responsibilities for providing water and sewerage systems and for financing improvements to existing Arterial streets that serve Lathrop and Manteca.

MITIGATION MONITORING

As required by State law effective 1/1/89, the City of Lathrop is required, as the Lead Agency, to establish a mitigation monitoring and reporting program to cover all mitigation that may be required during the course of build-out within the planning area. The monitoring required is summarized in Table I-2. A full description will be required by the City Council prior to Council certification of the Final EIR.

SECTION B - PROJECT DESCRIPTION

PROJECT CHARACTERISTICS

The "project" is fully described in the body of the General Plan document [see Parts I, II, and IV - VI, inclusive]. No further description is required except for the use of the EIR as provided below. The General Plan document has been prepared pursuant to the revisions of the State Planning Law which became effective on January 1, 1988, as amended, and General Plan Guidelines, 1990, as prepared by the State Office of Planning and Research, dated November, 1990.

USE OF THIS EIR

It is the intent of the City that this EIR be used for the following purposes:

1. As a framework of policy and action to be considered and refined in the preparation of Specific Plans within all sub-planning areas. Further environmental analysis will be required where the extent of environmental impact cannot now be determined for lack of site-specific project details.
2. As a basis for developing a Comprehensive Annexation Plan for all annexations required to meet the needs of urbanization over the next 10 years.
3. As a basis for judging all specific development projects that may be proposed consistent with policies and proposals of the General Plan and mitigation measures of this EIR.
4. In developing and implementing a mitigation and monitoring program for project EIRs as required by State Law.
5. It is the further intent of the City that this EIR be used as the vehicle to avoid requiring the preparation of unnecessary EIR's for development projects and programs which are consistent with the General Plan and applicable Specific Plans by using the Negative Declaration process where the General Plan EIR or applicable Specific Plan EIR(s) are adequate for the purpose.
6. In requiring EIR's for Specific Plans and other related projects, the General Plan EIR will be used as a basis for "tiering" in order to avoid unnecessary redundancy, the waste of time or unnecessary premature speculation. This will allow the incorporation of earlier analyses of the General Plan EIR by reference so as to focus on those issues which remain for decision as compared to those already decided.

This EIR is also intended to be used by the following local public agencies having jurisdiction within the area covered by the General Plan:

1. The Manteca Unified School District.
2. The San Joaquin County Community Development Department.
3. The San Joaquin County Public Works Department.
4. The San Joaquin County Local Agency Formation Commission.
5. The San Joaquin County Council of Governments
6. The San Joaquin County Mosquito Abatement District

SECTION C - ENVIRONMENTAL SETTING

The environmental setting is described in [Part III] of this document. While no further description is required, supplemental description is provided for certain topics covered in Section D which follows.

SECTION D - ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES, INCLUDING IMPACTS WHICH CANNOT BE AVOIDED

INTRODUCTION

Section D provides a description of the environmental impacts of the proposed 20 Year General Plan. Anticipated impacts are discussed by topics, followed by a discussion of the mitigation measures recommended as being necessary either to avoid adverse impacts or to reduce impacts to acceptable levels. Where impacts are unavoidable, or not capable of mitigation, the circumstances are described as appropriate.

Impacts are described wherever feasible under "worst case" conditions. This is important since this document is a Program EIR covering the indirect effects of development that will occur after full build-out under policies and proposals of the General Plan. For certain topics, such as air quality, a worst-case approach is needed in order to cover any eventuality in the final mix of land use proposed under the General Plan. For the most part, many of the policies and proposals of the General Plan in themselves serve as means to mitigate the impacts of economic growth and development that eventually will occur within the Lathrop Planning Area.

Of importance to understanding environmental consequences is the requirement that all new development within Sub-Plan Areas #2 and #3 (west of Interstate 5) occur under the provisions of Specific Plans to be adopted by the City as the principal instrument of implementing General plan development policy. A finer-grained approach to development design and environmental analysis is to be required in preparing Specific plans to assure that the full implications of potential environmental impacts will become known for every significant project and that mitigation of such impacts will meet reasonable standards of acceptability under CEQA Guidelines and case law. [See discussion of Specific Plan requirements in Parts II and VII]

The topics covered in Section D and the order of their presentation are the same as that described under "Scope of EIR" beginning on page 8-A/C-3.

LAND RESOURCES

Existing Conditions

Within Sub-Plan Area (SPA) #1, vacant and agricultural parcels proposed for residential use are relatively small, with the largest acreage (about 240) occurring north of Lathrop Acres to just north of Squires Road. Large parcels of vacant and agricultural land mostly involve lands designated for service commercial and industrial use (1,060). Soils within the SPA #1 are capable of compaction for urban use. An area of soil contamination exists on lands directly west of the Sharpe Depot. However, extensive study by qualified parties indicates that this contamination need not hinder surface development for residential use as long as water wells are not drilled into the plume of contamination.¹

¹ Correspondence from Allen K. Wolfenden, Chief, Technical Services Unit, California Department of Health Services, to John Verner of Verner Construction, February, 1989.

Within SPA #2, there are about 1,900 acres of agricultural land proposed for urban use by the General Plan. Soils are generally capable of good compaction for urban use. Within SPA #3, approximately 4,250 acres of agricultural land is designated for urban use, including more than 400 acres outside of Gold Rush City at the southeast end of the Stewart Tract between Interstate 5 and the Union Pacific Railroad. As described in Part III, the loosely confined soils of the Stewart Tract combine with a high water table and potential for flooding to pose the danger of soil liquefaction during an earthquake.

The General Plan calls for the eventual conversion of approximately 7,170 acres of productive agricultural land. This does not include land that is vacant or which may be used only occasionally for agricultural production. Approximately 60% of the agricultural acreage is in field crops, with about 30% in vegetables and the remainder in deciduous fruit and nut crops.² Virtually all of the agricultural acreage within SPA's #1 and #2 involves Class III soils by the US Soil Conservation Service. About 90 % of the soils within SPA #3 involves Class I and II soils (Storie Index = 80-100), with the remainder as Class III.³ Within SPA #1, none of the agricultural lands proposed for urbanization are under Williamson Act contract. Within SPA #2, about 80% of the land proposed for urbanization is under Williamson Act contract. All of the 4,250 acres of agricultural land within SPA #3 is under Williamson Act contract. Remaining land within SPA #3 is in natural sloughs and riparian habitat.

Compaction and Overcovering of Soils

Impacts:

1. Vacant and agricultural soils will be compacted for building construction and overcovered with exposed impervious surfaces such as roofs, driveways, streets and off-street parking areas. The extent of overcovering will be determined by site plans submitted for City approval for each separate construction project. The more extensive compaction and overcovering of soils that will occur will increase surface water runoff [potentially significant] and the potential for wind erosion during land grading and construction [potentially significant].
3. Soils and levees within SPA #3 are subject to the potential for liquefaction during a severe earthquake. [see discussion in Part VI, Hazard Management, pertaining to Seismic Hazards]. [potentially significant]
3. Surface water drainage from areas of urbanization to natural watercourses could result in the contamination of those watercourses. [potentially significant]

Mitigation Measures:

1. Positive off-site drainage will be required for each site consistent with an overall master plan of drainage for each SPA that will avoid adverse impacts on other properties. Specific improvements and requirements for drainage would be determined at the time of Site Plan Review under provisions of the City's Zoning Ordinance, or under provisions of the City's Subdivision Ordinance. [See also drainage policies, Part IV-D which serve to mitigate impacts]

² Based on aerial photos taken in June, 1990.

³ From Figure IV.A-1, Draft San Joaquin County General Plan, Volume III, Technical Appendices, June, 1989.

2. Mitigation of particulates through the employment of dust control measures is described under the subsequent topic of Air Quality in this EIR.
3. Mitigation of the potential for liquefaction involves extensive soils and foundation engineering and special construction techniques. [See discussion of Seismic policies #5 - #10, Part VI, which serve as mitigation measures]
4. The special needs for removing potential contaminants from surface water drainage prior to disposal to the San Joaquin River is to be addressed in the Master Plan for Drainage to be prepared by the City. [See discussion of impacts and mitigation measures under Drainage and Flood Control, this section]

Application of the above mitigation measures will reduce all impacts to less than significant levels.

Agricultural Land Conversion

Impacts:

1. The eventual conversion of approximately 7,170 acres of productive agricultural land to urban use within the Lathrop planning area will be irreversible, since it is not reasonable to assume that the re-conversion to agricultural use will ever become economically feasible. [significant]
2. The cumulative loss that would occur at buildout would be in the order of \$7.2 million (current dollars).⁴ The annual loss of field crops at buildout would represent about 0.93% of current county-wide field crop value. For vegetable, the annual loss would be about 3.10% of current county-wide vegetable crop value; for fruit and nut crops, the annual loss would be about 0.35% of current county-wide fruit and nut crop value. [significant] The cumulative impact of these losses to the State's economy as a whole would be in the order of \$28.8 million.⁵ [significant]
3. The conversion of agricultural lands to urban use may place at risk other agricultural lands in the immediate vicinity, even before conversion to urban use under the General Plan is complete. Such pressure would probably be the greatest in the northern half of SPA #2, between Squires Road and the northern boundary of the Lathrop planning area north of Bowman Road. [potentially significant]
4. Other potential impacts involve a shifting in the location where urban-agricultural conflicts may occur from the current interface between urban and agricultural lands to other locations where urban expansion occurs. [potentially significant]

⁴ Derived from the San Joaquin County Agricultural Crop Report, 1990, San Joaquin County Agricultural Commissioner's Office, and based on the average \$ yield per acre for field crops, vegetables and fruit and nut crops representative of crop patterns in the Lathrop Planning Area.

⁵ The California Crop and Livestock Reporting Service estimates that every farm dollar generates an additional three dollars in the State's economy.

Mitigation Measures:

All of the agricultural land conversion required to accommodate urban expansion lays within the City's proposed Sphere-of-Influence boundary to be established by the San Joaquin County Local Agency Formation Commission (LACFO). Since there are no options to expand on non-agricultural land, the conversion of agricultural land is an adverse impact that cannot be avoided unless all further urban expansion was prohibited. The replacement of agricultural production in some other location within the region as an off-set to local losses of prime land appears to be possible in theory but difficult to achieve in practice. It is reasonable to assume that the amount of agricultural land absorption required for Lathrop's projected population would take place elsewhere in the region if not at Lathrop (e.g., at Lodi, Stockton, Manteca or Tracy). However, land absorption for the type of development proposed for Gold Rush City is much less certain to take place elsewhere if not at Lathrop because of the combination of regional economic and locational factors involved that favor a Lathrop location.

[Mitigation measures to minimize this impact are provided in Part V (Open Space for Managed Resource Production and Open Space for Shaping Urban Growth)] They include the policy on phased development and maintaining a rate of population growth which will not exceed the ability of the City to provide needed urban services. These policies combine to avoid fracturing or fragmentation of the urban pattern, provide for the gradual outward conversion of agricultural lands, and assure a rational, economically feasible and more efficient pattern of urban services. Other measures include the following:

1. A "right to farm" ordinance has already been adopted by the City which will serve as a means to mitigate the potential for urban-agricultural conflicts.
2. An additional measure is to maintain temporary open space corridors between the advancing line of urbanization and the receding line of agricultural operations. A permanent open space corridor is proposed by the General Plan at the north end of the urban pattern shown within SPA #2.

Seismic Hazards

Impacts:

1. The occurrence of a major earthquake poses a serious potential for soil liquefaction and levee failure within SPA #3, along with a consequent possibility for the loss of life and property due to flooding and structural failure. [potentially significant]
2. A serious earthquake has the potential for generating panic among thousands of participants at a theme park or similar recreation facility and among spectators at major sporting events, with the possibility of loss of life and personal injury. [potentially significant]

Mitigation Measures:

[See policies on seismic hazards and public safety, Part VI]

Additional emphasis is required to develop the Earthquake Disaster Plan and capabilities for evacuation to deal effectively with crowd control so as to avoid panic at major activity centers and public events being conducted in Gold Rush City. The means and capability to assure swift emergency response by

medical, police and fire protection services must be in place before the opening of any theme park or other major recreation commercial use.

Application of the above mitigation measures will reduce all impacts to less than significant levels.

Lands Having Sand Deposits of Regional Significance

Impacts and Mitigation Measures:

The Resource Management Element [see Part V] urges the preservation of lands having value for the mining of sand deposits classified as MRZ-2 (Regional Significance) by the State Mining and Geology Board. Extraction of the sand deposits is encouraged, prior to reuse under land use policies of the General Plan and reclamation policies adopted by the State Mining and Geology Board. No further mitigation is required.

WATER RESOURCES

Existing Conditions

The Lathrop planning area has limited capability for yielding adequate supplies of potable water from wells to meet the needs of the proposed urban pattern. Existing wells and a few new wells can meet most if not all of the future needs of Sub-Plan Area #1. However, the needs of Sub-Plan Areas #2 and #3 will require developing new sources of water [see description in Part III, pp III-8 & 9].

The entire Stewart Tract (SPA #3) lays within the 100 year flood plain. Periodic flooding has in the past covered the Tract to a depth of more than 10'. The potential for flooding within SPA #1 has been mitigated by reconstruction of the San Joaquin River levee along the boundary of the SPA and extending north to the Weston Ranch area of Stockton.

Water Supply

Impacts:

1. Dependence on expanding water supplies by drilling new wells will place the growing community in serious jeopardy as the quality of water from underground aquifers continues to deteriorate because of increased salinity. Failure to achieve an assured permanent supply of potable water from non-well sources will jeopardize the City's ability to supply needed water in the future. [potentially significant]

2. The conversion of agricultural water entitlements for the Stewart Tract to urban use has the potential for reducing or eliminating continuing entitlements that will be needed for agricultural use as phased urbanization occurs. The loss of entitlements necessary to assure continued agricultural use of non-urbanized lands could result in the premature commitment of lands to urban use. In the event that the level of urbanization envisioned for Gold Rush City does not materialize, loss of agricultural water entitlements could commit the entire Tract to some other forms of urbanization in the future. [potentially significant]

Mitigation Measures:

1. Development within SPA's #2 and #3 should be withheld until the extent of development to be approved is supported by assurance that a firm supply of water will be obtained commensurate with the amount of urbanization to be provided. The possible need for phasing-in urban water supplies is recognized.
2. Any conversion of agricultural water entitlements for the Stewart Tract to urban use must assure the continued availability of water for on-going agricultural use until such time that conversion of lands to urban use is justified.

Application of the above mitigation measures will reduce all impacts to less than significant levels.

Sharpe Depot Contamination Plume

The soil contamination that has occurred at Sharpe Depot and which has crossed under the S.P. Railroad under lands west of the Depot does not pose an adverse impact as long as the drilling of water wells into the affected aquifer continues to be prohibited. No further mitigation is required.

Drainage and Flood Control

Impacts:

1. Within all SPA's, surface water drainage from streets and other paved surfaces will contain petroleum distillates, grease and chemicals that can degrade the quality of receiving waters of the San Joaquin River and its tributaries. These constituents of surface water drainage are picked up from paved surfaces that carry auto and truck traffic, from excessive use of water from landscape irrigation, and from outdoor washing of vehicles and building surfaces. Adverse impacts on fish and wildlife and on downstream users would occur. [significant]
2. Flooding of the Stewart Tract that occurs during periods of heavy rainfall, or that could occur from a break in the levee system, has the potential for serious damage to property and personal injury. [potentially significant]

Mitigation Measures:

1. The special system needed to remove hydrocarbon and other contaminants from surface drainage water prior to disposal to water courses must be addressed in the Drainage System Master Plan to prepared for each sub-plan area. A capability for on-going monitoring of the system(s) will be required.
2. The potential for flooding of the Stewart Tract requires that levees be reconstructed and strengthened to standards of the Corps of Engineers as has already been accomplished for the levee along the east bank of the San Joaquin River. Affected levees will be those along Old River, the west bank of the San Joaquin River and Paradise Cut, which eventually may require reconstruction around the entire Tract to carry out land use proposals of the General Plan. [see measure 3, below].

3. In connection with and in addition to Measure 3, above, a variety of approaches to flood-proofing should be considered to close the gap to floodwater that exists between Old River and Paradise Cut. This middle reach of the Stewart Tract does not have levee protection that crosses the Stewart Tract. Ways must be determined during preparation of the Gold Rush City Specific Plan to assure adequate flood-proofing of Gold Rush City as phased development occurs.

Application of the above mitigation measures will reduce all impacts to less than significant levels.

BIOLOGICAL RESOURCES

Existing Conditions

Most of the Stewart Tract (SPA #3) and part of the westerly area of SPA #2 can justifiably be considered Swainson's hawk territory. There is also the possibility that other rare, endangered or threatened species of animals (and plants) may exist within these SPA's. Important areas of riparian vegetation and some wetlands are present in SPA #3, and a small wetland area exists adjacent on the north to State Route 120 and east of the McKinley Avenue freeway underpass. There has been one historical record of the California tiger salamander being sighted within this latter wetland area next to the freeway.

Fish and Wildlife

Impacts:

Information provided in Parts III and V of this document indicate that the Swainson's Hawk habitat will be adversely affected by development in SPA #3 and by partial development within SPA #2 [see Figure III-6].

1. The principal impact on the Swainson's Hawk will be the loss of foraging and nesting habitat, the consequent abandonment of nesting territories, and relocation of the hawk to other suitable habitat if available. [significant]
2. If suitable nesting territories are not available to support relocation in relation to other Swainson's hawk territories, then there could result a net loss in the hawk population which would further exacerbate the condition of the hawk as a threatened species. [significant]
3. There is the possibility that other species of rare, endangered or threatened species of wildlife exist within the Planning Area, which were not observed during field surveys conducted in February/April, 1991. [potentially significant]
4. Agricultural operations located within, as well as west and south of the Lathrop planning area can adversely impact rare, threatened or endangered species through the removal of crops that provide foraging habitat, by damage to native vegetation due to soil erosion or sedimentation, and pesticide applications that could impact specific species.
5. The fishery of the San Joaquin River and its tributaries is threatened by the potential for contamination by urban runoff and up-stream agricultural drainage.

Mitigation Measures:

1. For the City to be able to adopt and implement a General Plan proposing urbanization within close proximity of known Swainson's hawk nesting sites, it will be necessary for the City to adopt its own Habitat Conservation Plan (HCP), or possible to participate in the HCP for Swainson's hawks being considered by the City of Stockton. Other jurisdictions are also considering participation with Stockton, including Lodi, Tracy and the County of San Joaquin. This approach can allow for reasonable urban expansion while retaining the Swainson's hawk populations in perpetuity.

The concept of a Habitat Conservation Plan is derived from Federal Law and is a required planning document when any activity may result from the incidental "take" of a state listed species.⁶ Although the Swainson's Hawk is not federally listed, the California Department of Fish & Game (DFG) can interpret the California Endangered Species Act (CESA) to allow a predetermined amount of "take" of a state listed species (supported by an HCP) by entering into an agreement with the local governments involved.⁷ The use of an HCP is a planning process that allows for wildlife management and conservation while considering the economic and social values of regional development. It is a vehicle by which the conflicts between conservation and development can be ameliorated. It has the further advantage of establishing a fund to purchase, enhance or manage Swainson's hawk habitats lost to development by assessing fees from developers that will spread the cost of mitigation over a wider economic base. An HCP would provide a clear direction and understanding of the development policy regarding the impacts on a sensitive species and would facilitate a smoother permitting process.

2. Habitat replacement is a mitigation option that can be considered, but there are biological limits to how and where replacement can be adequately applied. The Stewart Tract, along with lands to the north and west, incorporates habitat for what is called the South Delta subpopulation of the Swainson's hawk which is bounded by the San Joaquin River to the east, Old River to the west, Lower Roberts Island to the north and the City of Tracy to the south.

If habitat replacement is to be considered, the areas selected as mitigation sites should be located within the boundaries of the South Delta subpopulation. If land is purchased, or brought into an easement agreement as replacement for impacted areas within the Lathrop planning area, the quality of the habitat should be considered as well as its location. It should include suitable nesting habitat (Estep 1989) and, if agricultural land is being considered, it should be a crop type that Swainson's Hawks will utilize, such as alfalfa.

3. Policies of the Resource Management Element call for habitat retention and habitat enhancement to deal with known and as yet unknown sensitive species of plants and animals. [see Vegetation, Fish and Wildlife Policies in Part V] Additional biological field surveys will be required as part of the Specific Plan preparation process to determine whether any other sensitive species are present.
4. A biological study shall be required for any development project that is determined to have a potential impact upon rare, threatened or endangered species.

⁶ Section 10(a)(2)(A) of the Federal Endangered Species Act.

⁷ Fish and Game Code Sec. 2081.

5. The City shall aid in the protection of fisheries by reducing the amount of pesticides and fertilizers contained in urban runoff, and by requiring the design of waterway projects to protect fish populations.

Application of either of the above mitigation measures, including the Resource Management policies referred to under #3 will reduce all impacts to acceptable levels.

Riparian Vegetation, Wetlands and Watercourses

Impacts and Mitigation Measures:

There is a potential for damage to existing riparian vegetation, wetlands and watercourses due to urban development. General Plan policies call for the protection of all existing riparian vegetation, wetlands and watercourses. Policies of the Resource Management Element serve as mitigation measures by calling for their preservation and enhancement. [see Part V] Other mitigation measures include:

1. Development projects shall not be permitted which would have the potential for destroying wetlands or marshlands unless a comparable or superior quantity and quality of habitat is provided to compensate for the loss.
2. In addition, the on-going mitigation monitoring program shall provide for the monitoring of habitat restoration and enhancement projects to assure the potential for project success.

NOISE

Existing Conditions, Impacts and Mitigation Measures

The existing noise environment is described in Part III. Policies and standards of the Noise Section of the Hazards Management Element contain adequate description of actual and potential noise impacts and of measures needed to adequately manage noise generation. [see Part VI, Section B - Noise] No further mitigation is required, except as discussed below:

1. The standard of exterior noise in residential areas prescribed in Part VI-B of the General Plan pertaining to Noise is 60 dB (CNEL). However, this standard cannot always be attained effectively because of economic or aesthetic factors of infeasibility. The exterior noise level standard should be applied where outdoor use is a major consideration, such as backyards in single-family housing and common recreation areas in multi-family housing. However, the 60 dB standard should not be required for small decks associated with apartments and condominiums due to the relative lack of use of these decks even in quiet areas.
2. The exterior noise standard for single-event railroad or aircraft noise should be 75 dB (CNEL) because of the intermittent character of such events.

TRANSPORTATION, CIRCULATION AND TRAFFIC

Existing Conditions

Direct access to Sub-Plan Areas #1 and #2 from the freeway system is provided by interchanges located at Roth Rd/I-5, Lathrop Rd/I-5, Louise Ave/I-5, and Yosemite Ave/SR 120. Direct access to SPA #3 is provided by a buttonhook ramp type interchange within the "merge" along I-5 located approximately half-way between the I-5 interchanges with I-205 on the south and SR 120 on the north. Roth and Lathrop Rds., and Louise and Yosemite Aves. are existing Arterial streets which provide connections with the City of Manteca immediately east of Lathrop. Existing peak hour traffic volumes at these interchanges and arterial streets, and along other important streets within the community are shown on Figure VIII-1.

All midblock roadway segments, freeway ramps and freeway sections serving Lathrop are currently operating at acceptable PM peak hour levels of service (LOS) C or better for City streets and LOS D or better for freeway ramps and mainline freeway lanes.⁸ No intersections within the City currently have peak hour volumes exceeding Caltrans signal warrant #11 criteria levels.

Assumptions Underlying Transportation, Circulation and Traffic Impact/Mitigation Analysis

The following assumptions have been made for planning purposes by the 20 year planning horizon of the General Plan. These assumptions reflect the discussion of impacts and mitigation measures required in the form of improvements to the freeway, expressway, arterial and collector street systems. [Note: Projected 20 year peak hour traffic volumes are shown on Figure VIII-2.]

1. Number of lanes on major roadways within the City:

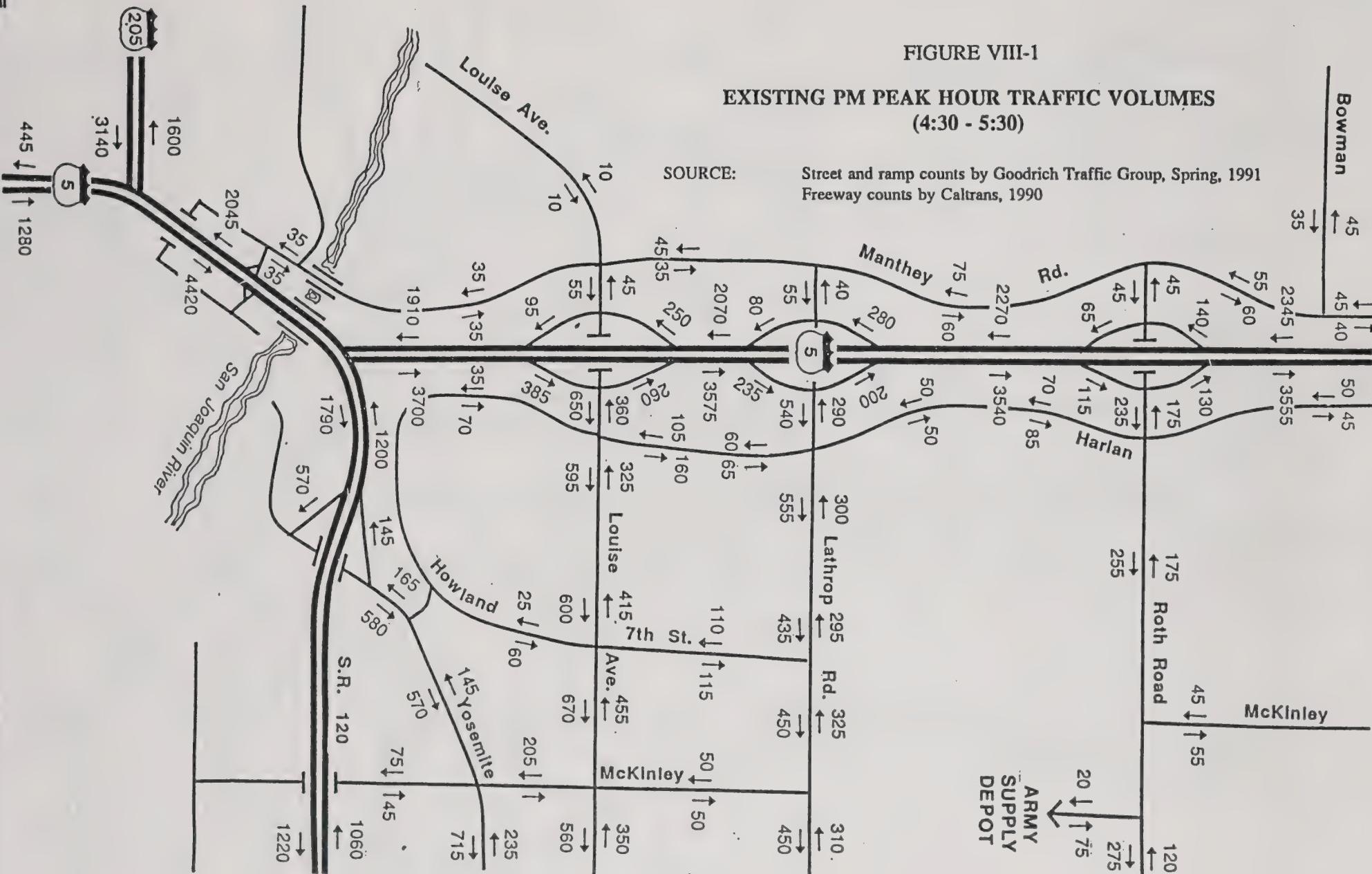
- a. Roth Road - 6 lanes from I-5 east to the Manteca city limits.
- b. Lathrop Road - 4 lanes, from I-5 east to the Manteca city limits.
- c. Louise Ave - 4 lanes, from I-5 east to the Manteca city limits; 6 lanes west of I-5; a new 6-lane expressway west of I-5 (SPA #2), extending southwesterly to Gold Rush City (SPA #3).
- d. Yosemite Ave - 6 lanes from SR 120 to the Manteca city limits.
- e. Harlan Road - 4 lanes
- f. Manthey Road - 2 lanes
- g. McKinley Ave - 4 lanes
- h. Stanford Blvd - New north-south expressway west of I-5 extending from one mile north of Lathrop Rd. (SPA #2) to the Stewart Tract (SPA #3); with four lanes north of and 6 lanes south of Louise Avenue.
- j. Yosemite Ave - A new 4-lane expressway southwesterly from its interchange with SR120 to a point midway along the I-5/SR120 merge to where access under the merge to Gold Rush City is possible.

⁸ Levels of Service are those ranging from A to F as described by the Highway Research Board, where LOS A refers to conditions of free traffic flow between intersections, and LOS F refers to conditions of jammed traffic.

FIGURE VIII-1

EXISTING PM PEAK HOUR TRAFFIC VOLUMES (4:30 - 5:30)

**Street and ramp counts by Goodrich Traffic Group, Spring, 1991
Freeway counts by Caltrans, 1990**



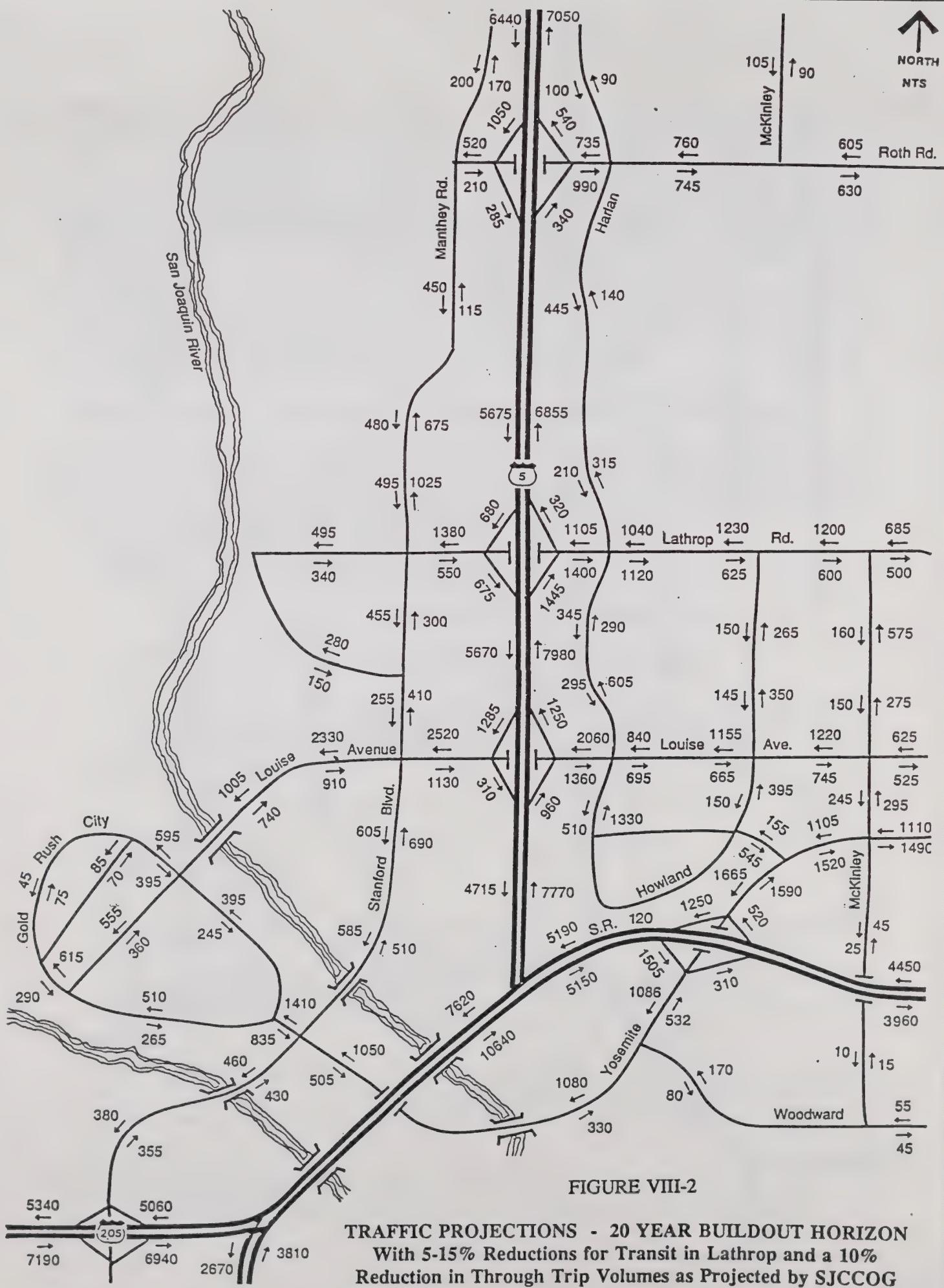
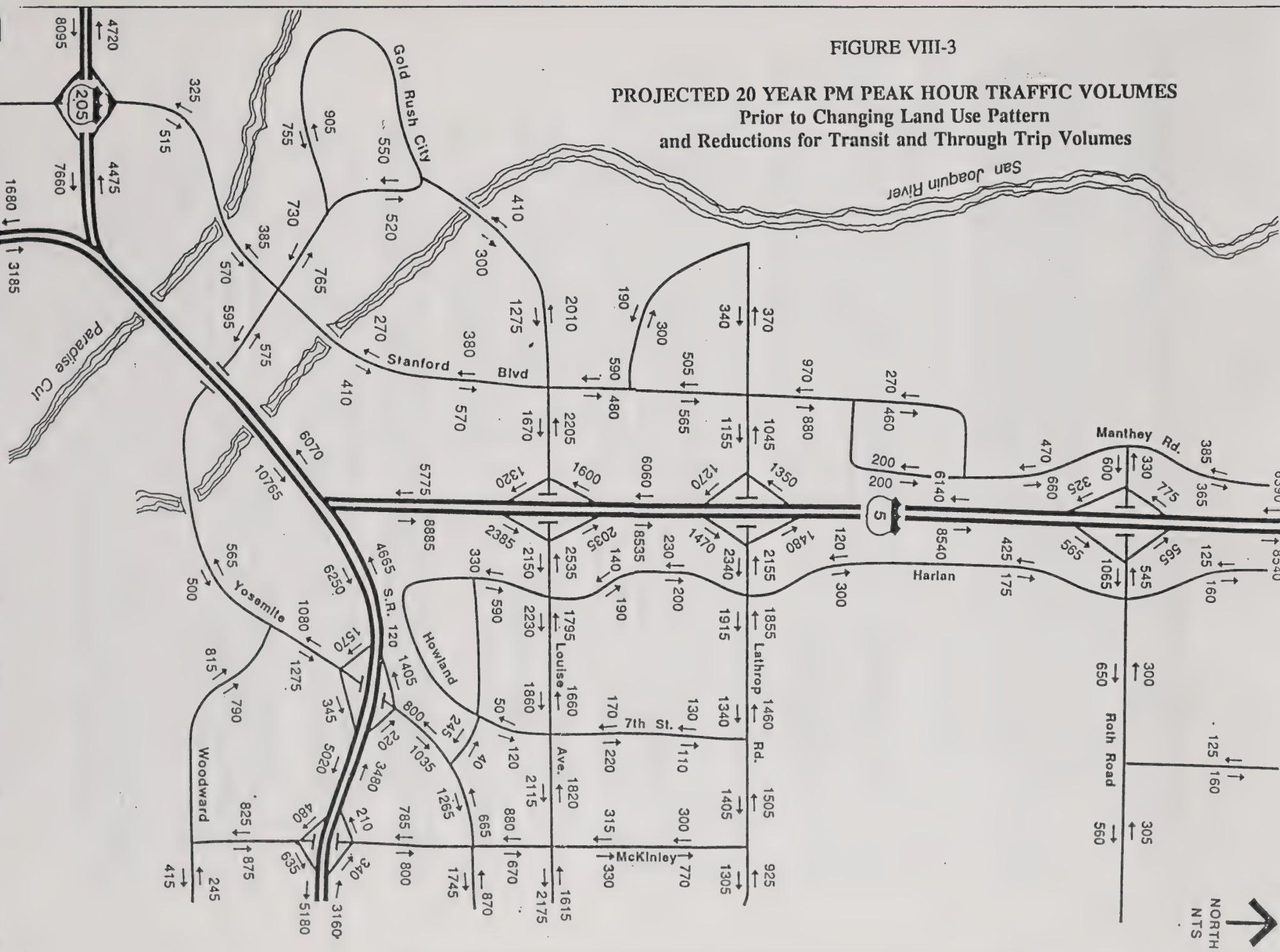




FIGURE VIII-3

PROJECTED 20 YEAR PM PEAK HOUR TRAFFIC VOLUMES

**Prior to Changing Land Use Pattern
and Reductions for Transit and Through Trip Volumes**



2. Improvement of the Yosemite Avenue interchange to include a full set of ramps in both directions.

3. Lanes to be added to the local freeway network:⁹

- a. I-5 north of SR 120 - An additional 1 lane in each direction, plus an auxiliary lane each direction between interchanges.
- b. I-5 south of I-205 - No additional lanes. A total of 6 to the 11th Street interchange in Tracy, with 4 lanes south of 11th Street.
- c. I-205 west of I-5 - An additional 2 lanes in each direction, 8 total, plus an auxiliary lane each direction between interchanges.
- d. SR 120 east of I-5 - An additional 3 lanes, 6 total, plus an auxiliary lane each direction between interchanges.
- e. I-5 south of SR 120 and north of I-205 - An additional lane in each direction, 12 total

4. Midblock roadway capacities:

Vehicles per lane per hour (Level of Service E)

a.	Freeway	2000
b.	Expressway	1200
c.	Arterial (no driveways)	900
d.	Arterial (with driveways)	750
e.	Collector	600

5. The percentage by which PM peak hour trips will be reduced by use of transit and TSM measures (e.g., carpools, vanpools, flextime) is assumed as follows:

- a. Regional through trips will be reduced by 10%.
- b. Lathrop community trips will be reduced 5%.
- c. Tourist-related trips generated by Gold Rush City will be reduced by 15%.

These assumptions are considered conservative for the 20 year projection period. It is recognized that transit usage may initially be slower to develop to serve regional traffic demands as compared to demands generated within Lathrop and by Gold Rush City because of the more

⁹ These are the maximum lane additions considered feasible by District 10 Caltrans staff.

complex requirements for intergovernmental and private sector participation to develop an effective regional transit capability.

Freeways

As described in Part I, the land use proposals of the General Plan have been modified from those previously proposed as part of the Draft General Plan and EIR. This has had the effect of reducing the traffic impacts of the Plan on the freeway system. The extent to which these impacts have been lessened is described under both of the sub-sections on Impacts and Mitigation Measures, below.

Impacts:

An important policy of the Transportation/Circulation/Traffic section of the General Plan is to protect "...the through traffic functions of Interstate and State Route freeways serving the Lathrop area by planning expressway and arterial street alignments which will avoid the need or desire to utilize freeway sections for short, local area interval trips as if they were elements of the local expressway/arterial system." This policy has been met by a combination of land use and circulation changes that substantially reduce dependence on the freeway system.

The differences between previously projected traffic volume impacts and those currently projected can be made by comparing the volumes shown on Figure VIII-3 with the new projections of Figure VIII-2. The actual percentage of total traffic volume which local traffic will represent of regional traffic on the freeways is shown on Figure VIII-4. These percentages are important to determining the reasonable basis for the extent to which freeway traffic generated by Lathrop development may have financial responsibility for improvements to the freeway system over the next 20 years. It should be noted that these percentages also include employees working within Lathrop who live outside the City.

1. Interstate 5 north of the SR 120 connection will operate below capacity with regional and Lathrop generated. [less than significant]
2. I-5 south of the I-5/I-205 connection will provide acceptable operation with its existing 6 travel lanes. [less than significant]
3. I-205 west of the I-5/I-205 connection will be operating below capacity in both directions during the PM peak traffic hour with expansion from 4 to 8 lanes. [less than significant]
4. The SR 120 freeway from the I-5/SR 120 connection to the Yosemite Avenue interchange will be operating below capacity in both directions during the PM peak traffic hour with expansion from 3 to 6 lanes. [less than significant]
5. The freeway merge area between the I-5/I-205 and I-5/SR 120 connections after expansion will be operating just under capacity in the northbound direction. [potentially significant]

Mitigation Measures:

1. Promote measures that significantly increase local and regional transit and its ridership as well as reduce dependence on the auto. The target for transit usage shall be greater than the percentage assumptions of such usage built into the traffic projections shown on Figure VIII-2.

* Includes employees working in Lathrop who don't live in Lathrop

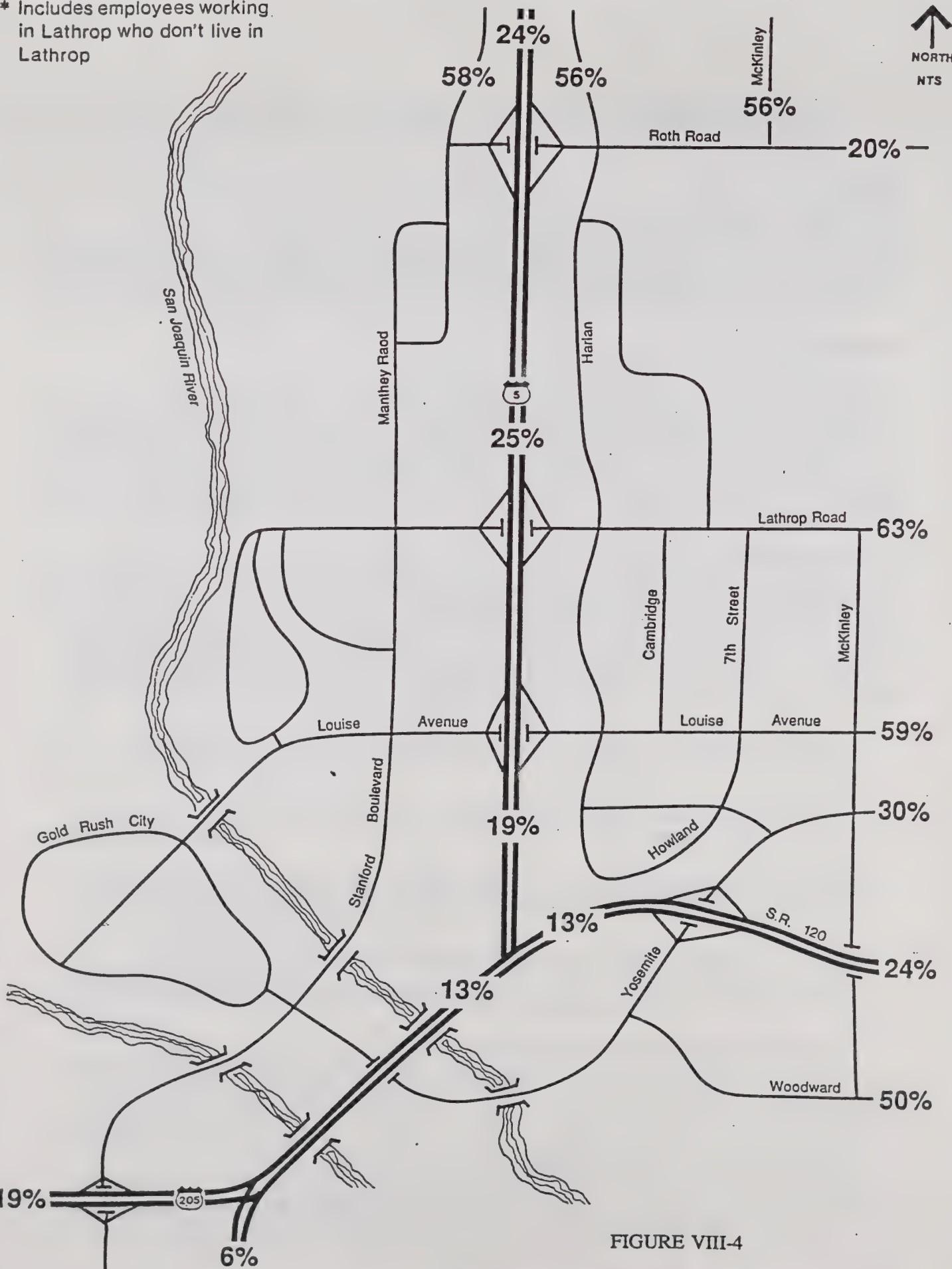


FIGURE VIII-4

LATHROP TRAFFIC AS A PERCENTAGE OF TOTAL *
PROJECTED 20 YEAR P.M. PEAK HOUR VOLUMES



2. Develop an expressway system parallel to and north of I-205 in the Tracy area that would connect with the southerly extension of the Stanford Blvd. Expressway into Gold Rush City and the westerly extension of this expressway from Gold Rush City parallel to I-205. This parallel facility would also be connected with the Louise Avenue expressway when extended westerly through Gold Rush City to one or more interchanges that may be required with I-205.
3. The extent to which Lathrop generated traffic will add to regional traffic demand will require fair-share contributions in the form of traffic impact fees from residential, commercial, and industrial development in order that freeway lane and interchange improvements can be made in anticipation of need. The formula developed must take reasonable account of continued growth in regional traffic that would occur without significant new traffic generation from Lathrop to avoid disproportionate fee amounts.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

Expressways and Interchanges

Impacts:

1. The Roth Road interchange will not work acceptably with the existing roadway and ramp configurations. [significant]
2. Roth Road will function acceptably as a 4- or 6-lane facility. [less than significant]
3. The existing Lathrop Road interchange will be adversely impacted due to unacceptable levels of service at the ramp intersections. [significant]
4. Lathrop Road will operate acceptably as a 4-lane facility east of Harlan Road. [less than significant]
5. Stanford Blvd. north of Lathrop Road to one mile north of Lathrop Road will function acceptably as a 4-lane facility, and then as a 2-lane facility before transitioning easterly to Manthey Road (frontage road). [less than significant]
6. Stanford Blvd. will function acceptably as a 4-lane facility north of Louise Avenue. [less than significant]
7. The Louise Avenue interchange will be adversely impacted due to unacceptable levels of service at the ramp intersections. [significant]
8. A 4-lane Louise Avenue east of I-5 will be operating under capacity in the eastbound direction during PM peak hour traffic conditions. [less than significant]
9. A 6-lane Louise Avenue west of I-5 to Gold Rush City will be operating at acceptable levels. [less than significant]
10. A 6-lane Stanford Blvd. south of Louise Avenue will be able to accommodate the traffic demand of Gold Rush City at an acceptable level of service. [less than significant]

11. A 6-lane Yosemite Avenue west of McKinley Avenue will be operating under capacity in both directions during the PM peak traffic hour [less than significant]. A 4-lane facility would be operating over capacity near SR 120 in the peak traffic direction [significant], and near capacity at all other locations west of SR 120. [less than significant].
12. Access to Gold Rush City can be provided adequately on an interim basis via the Louise Avenue interchange with I-5, even before interchange reconstruction. [less than significant]
13. The Yosemite Avenue interchange will be adversely impacted due to unacceptable levels of service at the ramp intersections. [significant]

Mitigation Measures:

1. A 4-lane facility will be required to serve Gold Rush City from the south via a new interchange with I-205 or reconstruction of the Pioneer Road grade separation as an interchange.
2. A 4-lane facility will be required to serve Gold Rush City from the east (as a southwesterly extension of Yosemite Avenue to the existing underpass of the I-5/SR 120 merge).
3. The Yosemite Avenue interchange will require reconstruction (in addition to ramp additions to be provided as part of the SR 120 widening project to be completed by 1997) in order to provide acceptable operation.
4. The Roth Road interchange will require additional off-ramp lanes to increase capacity at the ramp intersections with Roth Road.
5. The Lathrop Avenue interchange will require reconstruction, including additional ramp lanes to adequately increase capacity.
6. Right-of-way preservation and acquisition will be necessary to assure future capability for grade separations of the Southern Pacific and Union Pacific rail lines by Roth Road.
7. Right-of-way preservation and acquisition will be necessary to assure future capability for a grade separations of the S.P. and U.P. Railroad lines by Lathrop Road.
8. The Louise Avenue interchange will require reconstruction, including additional ramp lanes to adequately increase capacity.
9. For purposes of more detailed traffic planning and roadway design required in the preparation of Specific Plans, it is a matter of overriding concern that Louise Avenue and its interchange with I-5 be de-emphasized in favor of the Lathrop Road, Roth Road and Yosemite interchanges, along with the improvement of Airport Way to 6 lanes between Roth Road and SR 120, and use of City surface streets and expressways.
10. City policy should preclude or at least greatly limit new driveway connections to Louise Avenue, and eliminate and/or consolidate existing connections where possible. Parking should be prohibited. These measures would increase midblock capacities from about 750 to about 950 vehicles per lane per hour.

Analysis based on peak hour signal warrant criteria (warrant 11).

Additional access intersections to major developments may also warrant signalization.

NORTH
NTS

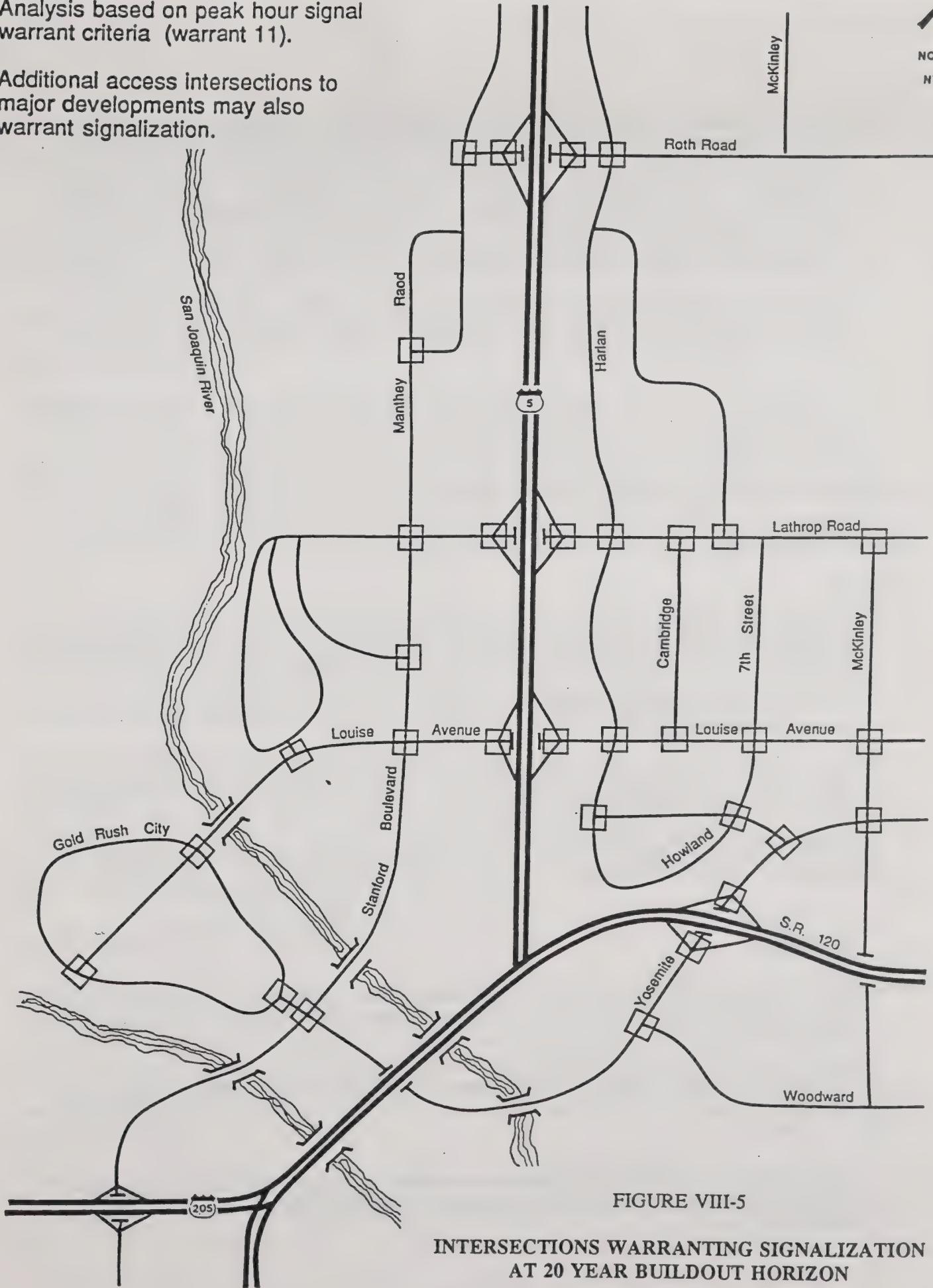


FIGURE VIII-5

INTERSECTIONS WARRANTING SIGNALIZATION
AT 20 YEAR BUILDOUT HORIZON

11. Right-of-way preservation and acquisition will be necessary to assure the future capability for a full or partial interchange at I-5 and Squires Road at the half-way point between Roth and Lathrop Roads. While this need extends beyond the 20 year planning horizon, the option for the future will be lost if not considered as part of the General Plan at this time. In order to minimize impacts on lands that are expected to develop early in residential use east of I-5, the reservation of land needed in the future should be made a consideration of the Country Squire subdivision proposed east of I-5 on either side of Squires Road.
12. Right-of-way preservation will be necessary to assure the capability of extending a 6-lane Stanford Blvd. Expressway north to Roth Road and beyond to connect eventually with I-5 interchanges within Stockton's sphere-of-influence.
13. Traffic impact fees will be required to off-set the off-site costs associated with improving Roth Road, Lathrop Road and Louise Avenue east of I-5, and Yosemite Avenue east of SR 120. Costs should be distributed between Lathrop and Manteca on a fair-share basis.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

Arterials and Collectors

Impacts:

1. Manthey Road will function acceptably as a 2-lane facility north and south of Roth Road, assuming turn lanes are provided at intersections. [less than significant]
2. Harlan Road will function acceptably as a 2-lane or 4-lane facility both north and south of Roth Road. [less than significant]
3. All north-south roadways connecting Lathrop Road to Louise Avenue will be operating at good levels of service. [less than significant]
4. All north-south roadways between Louise Avenue and SR 120 will be operating at good levels of service. [less than significant]
5. A 2-lane Woodward Avenue will be operating under capacity at all locations. [less than significant]
6. Some of the roadways in the planned residential area north of Lathrop Road could act as short cut routes for traffic that normally would be expected to travel on Lathrop Road and Harlan Road. [potentially significant]
7. About 31 intersections within the City will warrant signalization (see Figure VIII-5). [significant]

Mitigation Measures:

1. Require arterial and collector street improvements as a condition of development approval as development occurs, and so as to assure that street improvements will be continuous rather than intermittent.

2. The circulation system for the planned residential area north of Lathrop Road should be planned so as to either discourage through traffic or provide a direct through traffic route designed to accommodate traffic volumes higher than normal for the new residential area involved.
3. Provide signalization of the intersections shown on Figure VIII-5.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

AIR QUALITY

Existing Conditions

Climate:

The climate of California is dominated by the Pacific Ocean and the presence of a large-scale atmospheric high pressure cell (commonly known as the Pacific High) over the Pacific's eastern reaches. Because of the marine influence, coastal areas of the State experience mild winters, cool summers, small daily and seasonal temperature ranges, and high relative humidity. Interior regions, including the project area, experience more extreme variations of daily and seasonal temperatures and generally lower relative humidity.

Important climatic influences accrue from the seasonal mobility of the Pacific High. Moving northward in the summer, it diverts westward-moving storm fronts far north of the State. Thus, California receives little or no precipitation during this period. In winter, the Pacific High retreats southward, permitting storms to swing into and across the State. These storms bring widespread, moderate precipitation, typically over a period of from 2 to 5 days, followed by from 7 to 14 days of dry weather.

The Pacific High also has an important effect on the vertical motion of the air over California. During the late spring, summer, and early fall, descending warm air from the Pacific High blankets a cooler layer of air closer to the ground. This large-scale temperature inversion inhibits upward mixing from the atmosphere's surface layers. Although this overall behavior is much less pronounced in winter, smaller-scale inversions commonly form when surface layers of air are cooled by contact with the ground (valley floors in mountainous areas of the State are especially susceptible to this regime). Temperature inversions play a major role in inhibiting the dispersion of air pollutants.

Regulations Governing Air Pollutants:

Criteria Pollutants. The 1970 Clean Air Act gave the U.S. Environmental Protection Agency (EPA) the authority to set federal ambient air quality standards to protect public health and welfare. It also required that these federal standards be designed to protect people most susceptible to respiratory distress, such as asthmatics, the elderly, very young children, people already weakened by illness, and persons engaged in strenuous work or exercise (all termed "sensitive receptors"). Pollutants subject to federal ambient standards are referred to as criteria pollutants because the EPA publishes criteria documents to justify the choice of standards.

Currently, most of the effort to improve air quality in the United States is directed toward the control of five criteria pollutants: photochemical oxidants (ozone), carbon monoxide (CO), suspended particulate

matter¹⁰, nitrogen dioxide (NO_2), and sulfur dioxide (SO_2). Fifteen years ago, suspended particulate lead would have been included in this list but today the widespread availability and use of unleaded gasoline has effectively eliminated lead as a pollutant of widespread concern.

The federal and State standards (the latter established in California starting in 1969, pursuant to the Mulford-Carrell Act), shown in Table VIII-1, are thought to provide sensitive receptors with adequate protection during the given exposure times from the adverse health effects detailed in Table VIII-2.

The 1977 Clean Air Act Amendments (passed after many states failed to meet the Clean Air Act's five-year deadline for achieving the federal standards) required that each state identify areas within its borders that did not meet federal standards (termed non-attainment areas) and devise a State Implementation Plan (SIP), subject to EPA approval, which would guarantee attainment no later than the end of 1987. The Clean Air Act Amendments did not specify what course of action should be undertaken by the EPA if states failed to meet the 1987 attainment deadline.

Many states did not meet the 1987 deadline and continue to experience violations of federal air quality standards. After 1987, the EPA could have imposed sanctions in non-attainment areas (e.g., prohibiting the construction of major air pollution sources, withholding federal funds for transportation and sewage treatment projects, etc.), but chose to wait for Congress to amend the Clean Air Act.

The 1990 Clean Air Act Amendments represent a major revision of the original statute. They specify new strategies for attaining federal air quality standards including: mandatory 3% annual reductions of air pollutant emissions in areas exceeding federal standards, the requirement that new stationary sources of air pollutants must more than offset their emissions (1.2 tons of offsets for every ton of pollutant emitted), the scheduled introduction of low-emitting cars and trucks into the motor vehicle fleet, and the development of alternatives to the private automobile as the primary means of transportation.

The 1988 California Clean Air Act will require an even more vigorous parallel effort toward attainment of State air quality standards, which in many cases (e.g., ozone) are more strict than the federal standards. It mandates air pollutant reductions amounting to 5% annually in areas exceeding State standards, permits no net increase in pollutant emissions from any new stationary source regardless of how small it is, requires significant replacement of conventional gasoline-powered automobiles over the next 20 years by models running on cleaner fuels, and promotes mass transit and carpooling as strategies to reduce pollutant emissions.

Toxic Air Pollutants. In addition to the major criteria air pollutants, many other substances are known or suspected to be highly injurious to human health. Their adverse health effects can manifest themselves either as acute, debilitating symptoms after a short-term heavy dose or by the development of various cancers after long-term low-level exposure. The EPA has established a list of over 400 "extremely hazardous" substances and has promulgated emission standards (known as National Emissions Standards for Hazardous Air Pollutants or NESHAPS) for nine of these compounds (i.e., arsenic, asbestos, benzene, beryllium, cadmium, coke oven emissions, mercury, radionuclides, and vinyl chloride). California has designated several substances as "toxic air contaminants" (i.e., asbestos, benzene, cadmium, chromium,

¹⁰ The standard for particulate matter was originally applied to particulates of any diameter, termed "total suspended particulates" or TSP. The standard has been changed recently to apply only to particulates less than 10 microns in diameter, termed PM_{10} .

dioxin, ethylene dichloride, and ethylene dibromide) and is reviewing about 40 others under the process established by AB 1807 (Tanner).

Although no federal or State ambient air quality standards have been set for toxic air pollutants, a recently passed State law, AB 2588, the Air Toxics "Hot Spot" Information and Assessment Act of 1987, requires the gathering of information on airborne compounds that may pose an acute or chronic threat to public health. The Act specifies that each local Air Pollution Control District determine which facilities must prepare a health risk assessment. This assessment must include a comprehensive analysis of the dispersion of hazardous substances in the environment, the potential for human exposure, and a quantitative assessment of both individual and population-wide health risks associated with those levels of exposure.

Regional and Local Air Quality Problems

Regional. Ozone is the most severe air quality problem in the State. Unlike many other air pollutants, ozone is not emitted directly into the atmosphere, but is produced therein by sunlight-enhanced reactions between hydrocarbons (HC) and nitrogen oxides (NO_x). Large areas of the San Joaquin Valley suffer from high ozone levels. Population, industrial, and agricultural centers there emit ozone precursors in great quantities and dispersion is limited by surrounding mountain ranges and strong summertime temperature inversions.

Carbon monoxide (CO) is a non-reactive pollutant with one major source, motor vehicles. Thus, ambient CO distributions closely follow the spatial and temporal distributions of vehicular traffic. CO levels are highest in the State's urban areas during the winter months, when nocturnal temperature inversions limit dispersion during peak commute hours. Interior areas are more susceptible to the formation of winter inversions than coastal areas. CO standard violations are not uncommon in many cities of the San Joaquin Valley because of the high concentration of motor vehicle traffic. In contrast, CO levels in rural areas are invariably much lower because traffic volumes are lower.

Problems with suspended particulates are widespread in California. Many rural areas have a high natural particulate background as a result of soil particles carried by the wind. Human activities can add significant amounts of particulates to the air through plowing and the burning of field waste in rural areas, and through fuel combustion and the suspension of dust by motor vehicles and construction equipment in urban areas. Ambient particulate concentrations in the San Joaquin Valley are frequently high enough to violate State standards and reduce visibility.

Nitrogen dioxide (NO_2) is the most abundant form of ambient NO_x . The major sources of NO_x , compounds which have an important role in the formation of ozone, are vehicular, residential, and commercial fuel combustion. The NO_2 standard is currently being met throughout the San Joaquin Valley. The refining of high sulfur oil or the burning of high sulfur fuels are the major sources of ambient SO_2 . The SO_2 standard is currently being met throughout the State.

Local. Table VIII-3 summarizes the highest measured criteria pollutant concentrations and the frequency of standard violations at monitoring stations in San Joaquin County. Ozone data from Stockton clearly illustrates the degree to which the Valley suffers from ozone. Experience has shown that areas affected by high ozone concentrations are typically many square miles in extent. Therefore, the Lathrop Planning Area should be exposed to about the same levels of ozone as recorded in Stockton.

TABLE VIII-1
FEDERAL AND STATE AMBIENT AIR QUALITY STANDARDS

POLLUTANT	Averaging Time	Federal Primary Standard	Federal Secondary Standard	California Standard
Ozone	1-hour	0.12 ppm ¹¹	0.122 ppm	0.09 ppm
Carbon Monoxide	1-hour	35.0 ppm	35.0 ppm	20.0 ppm
	8-hour	9.0 ppm	9.0 ppm	9.0 ppm
Nitrogen Dioxide	1-hour	---	---	0.25 ppm
	Annual	0.05 ppm	0.05 ppm	---
Sulfur Dioxide	1-hour	---	---	0.5 ppm
	24-hour	0.14 ppm	---	0.05 ppm
	Annual	0.03 ppm	---	---
Suspended Particulates ¹²	24-hour	150 ug/m ³ ¹³	---	50 ug/m ³
	Annual	50 ug/m ³	---	30 ug/m ³

¹¹ ppm = parts per million

¹² State and Federal standards are for particulate material less than 10 microns in diameter.

¹³ ug/m³ = micrograms per cubic meter

TABLE VIII-2
HEALTH EFFECTS SUMMARY OF THE CRITERIA AIR POLLUTANTS

POLLUTANT	Adverse Effects
Ozone	<ul style="list-style-type: none"> - eye irritation; - respiratory function impairment
Carbon Monoxide	<ul style="list-style-type: none"> - impairment of oxygen transport in the bloodstream, increase of carboxyhemoglobin - aggravation of cardiovascular disease - impairment of central nervous system function - fatigue, headache, confusion, dizziness - can be fatal in the case of very high concentrations in enclosed places
Sulfur Dioxide	<ul style="list-style-type: none"> - aggravation of chronic obstructive lung disease - increased risk of acute and chronic respiratory illness
Nitrogen Oxide	<ul style="list-style-type: none"> - risk of acute and chronic respiratory disease
Suspended Particulates	<ul style="list-style-type: none"> - increased risk of chronic respiratory disease with long exposure - altered lung function in children - with SO₂, may produce acute illness - particulate matter 10 microns or less in size may lodge in and/or irritate the lungs

Stockton, San Joaquin County's largest city, clearly experiences occasional violations of the eight-hour CO standard. But the problem can be expected to be much less severe in more rural areas of the County. CO levels should be lower in outlying areas near Lathrop.

State PM₁₀ standard violations have been recorded in Stockton. Since the Lathrop planning area is located in an area which experiences a dry climate, naturally produced particulates, when added to anthropogenic emissions from nearby cities and roadways, probably contribute to a generally high PM₁₀ levels. Pesticides sprayed in agricultural areas in the vicinity of the project also can be considered local sources of air pollution.

State and Local Air Quality Control

The California Air Resources Board (CARB) has ultimate jurisdiction over all air pollution control programs in California. The CARB monitors air quality throughout the State, limits allowable emissions from vehicular sources, and serves as the official liaison with the federal government. The CARB has divided the State into many air basins (i.e., areas which share similar pollutant problems and climatic conditions) and has delegated significant authority for air quality control within them to local Air Pollution Control Districts (APCDs) or multi-county Air Quality Management Districts (AQMDs).

In recognition of the common topographical and meteorological factors which link air quality problems of the eight Valley counties (in north-to-south order: San Joaquin, Stanislaus, Merced, Madera, Fresno, Tulare, Kings, and Kern), the eight counties have joined together as the San Joaquin Valley Unified Air Pollution Control District (SJVUAPCD). The District's main instrument of air quality control has been the requirement that all significant stationary sources (as defined in their rules and regulations) operate under APCD-issued permits. However, the APCD is now in the final stages of drafting a Valley-wide Air Quality Attainment Plan (AQAP), as mandated by the California Clean Air Act. This Plan is expected to give the APCD significant new power to limit the growth of emissions from transportation sources. The document is currently under review as of this writing.¹⁴

Air quality problems in the San Joaquin Valley have been classified as "severe" because attainment and maintenance of the ozone and CO standards could not be predicted by the end of 1977. With this classification, the California Clean Air Act requires the implementation of all feasible measures to reduce emissions. Ozone precursor emissions are to be reduced by 5% per year, based on 1987 emission levels. The Plan presents specific County-by-County targets for CO emissions reduction based on the 5% per year reduction requirement and linear rollback, as appropriate. Despite the number of specific emissions reduction measures of the Plan, the measures are not predicted to achieve the goal and the Plan calls for additional emissions control measures at State and Federal levels.

Impacts

Project air quality impacts comprise two categories: temporary impacts due to project construction and long-term impacts due to project operation. Impacts in each category can be classed as having effects on regional and/or local scales.

¹⁴ Telephone communications on 7/12 and 7/17/91 with Louis Chiu, Air Quality Planner, San Joaquin Unified Air Quality Maintenance District, Stockton, CA.

TABLE VIII-3
AIR POLLUTANT DATA SUMMARY¹⁵
 Stockton-Hazelton (STKH), Stockton-Mariposa (STKM)

POLLUTANT	1987		1988		1989	
	STKH	STKM	STKH	STKM	STKH	STKM
Ozone:						
Highest 1-hour	0.12	0.16	0.13	0.13	0.11	0.12
Days > 0.09 ppm	10	53	18	29	3	7
Days > 0.12 ppm	0	1	1	3	0	0
Carbon Monoxide:						
Highest 1-hour	15.0	NM	14.0	NM	12.0	NM
Days > 20.0 ppm	0	NM	0	NM	0	NM
Highest 8-hour	7.6	NM	11.0	NM	9.8	NM
Days > 9.0 ppm	0	NM	0	NM	1	NM
Nitrogen Dioxide:						
Highest 1-hour	0.10	NM	0.11	NM	0.13	NM
Days > 0.25 ppm	0	NM	0	NM	0	NM
Sulfur Dioxide:						
Highest 24-hour	0.017	NM	0.011	NM	.007	NM
Days > 0.05 ppm	0	NM	0	NM	0	NM
Particulates:						
Highest 24-hour	158	NM	153	NM	146	NM
Days > 50 ug/m ³	22	NM	13	NM	18	NM
Annual Average:						
Year > 30 ug/m ³	44	NM	61	NM	45	NM
	Yes	NM	Yes	NM	Yes	NM

NM = not monitored

¹⁵ Air Quality Data, Summaries, 1987-1989, California Air Resources Board

Construction Impacts:

Regional and Local. Construction activities would create a temporary increase in dust emissions and, therefore, temporarily increase ambient particulate concentrations near each construction site. Earth-moving equipment generates dust during clearing, excavation and grading. Construction vehicle traffic on unpaved surfaces also increases dust, as would wind blowing over exposed earth surfaces. [potentially significant]

It is not possible to estimate accurately the particulate concentrations that would occur at or adjacent to the construction sites because such concentrations are very sensitive to local meteorology and topography and to variations in soil silt and moisture content. However, measurements taken by the EPA provide a rough indication of the amount of particulate emissions expected. These measurements indicate that approximately 1.2 tons of dust are emitted per acre per month of construction activity. Much of this dust is comprised of large particles (i.e., diameter greater than 10 microns) which settle out rapidly on nearby horizontal surfaces and are easily filtered by human breathing passages. Most of the dust generated by construction is, therefore, of concern more as a soiling nuisance rather than for its unhealthful impacts.¹⁶ [less than significant]

The remaining fraction of small particulates (i.e., diameter less than 10 microns, termed PM₁₀) might be sufficient to violate the Federal and State 24-hour average PM₁₀ standard in the vicinity of construction. Any violations of the PM₁₀ standard would be considered significant adverse impacts. Unless mitigation measures were implemented, elevated levels of PM₁₀ would remain as long as construction continues. [significant]

Construction vehicles/equipment and worker commute vehicles would emit exhaust at the construction sites, thereby contributing to the regional pollutant totals. Because vehicle/equipment emissions would be relatively small in comparison to operational emissions, they would not be significant on the regional scale, but spot violations of the CO standards may occur in the vicinity of heavy equipment use. Any violations of the CO standard would be considered [significant]. Odors of construction equipment exhaust would probably be noticeable in the environs of the project site for the duration of construction. [less than significant]

Operational Impacts:

Regional. After the development of the project, emissions from vehicles associated with project operation and from new stationary sources of air pollutants add to County totals. As previously mentioned, ROG and NO_x are chemical precursors to ozone. As shown in Table VIII-4, ROG and NO_x emission increments generated in the Lathrop Planning Area would be 0.95% and 2.5%, respectively of the Countywide ROG and NO_x emissions. For the San Joaquin AQMD as a whole, these emissions of ROG and NO_x would constitute 0.11% and 0.27% of valleywide totals, respectively. [significant]

In addition to the emissions from project generated vehicular travel, the project would involve industrial development. At this point there is no way to estimate future emissions from such development because no information is available about specific industries which might locate within the project area.

¹⁶ Compilation of Air Pollutant Emission Factors, AP-42, Third Edition, U.S. Environmental Protection Agency, October, 1980.

TABLE VIII-4

COMPARISON OF 2010 PROJECT EMISSIONS WITH COUNTY INVENTORY
 [In Tons/Day]

POLLUTANT	Planning Area	Countywide	% Plan Area of County	Valley Total	% Project of Valley
CO	7.8	264	3.0%	---	---
NOx	1.6	65	2.5%	597	0.27%
TOG	0.8	84	0.95%	697	0.11%

Note: Project emissions were calculated using the CARB computer model URBEMIS3. Countywide emissions were obtained from CARB source inventories.

TABLE VIII-5

WORST-CASE CARBON MONOXIDE CONCENTRATIONS AT SELECTED LOCATIONS
 [In PPM]

LOCATION	Averaging Time	Existing 1991	Planning Area 2011
I-5/Roth Rd.	1-hour	11.3	8.5
	8-hour	7.7	6.0
I-5/Louise Ave.	1-hour	13.2	9.7
	8-hour	9.0	6.8
I-5/I-205	1-hour	12.5	10.2
	8-hour	8.6	7.1
Background	1-hour	6.0	6.0
	8-hour	4.0	4.0
Standards	1-hour	20.0	20.0
	8-hour	9.0	9.0

Note: The tabulated concentrations are the sums of a background component, which includes the cumulative effects of all CO sources in the vicinity of the Lathrop Planning Area, and a local component, which reflects the effects of vehicular traffic on roadways in the vicinity of the intersection. Future background components were obtained by reviewing CO monitoring data from the nearest CARB/APCD monitoring stations. Local components were obtained by using the CALINE4 air quality model. EMFAC7EP vehicular emission rates, traffic data obtained from the Goodrich Traffic Group and parameters characteristic of worst-case dispersion meteorology in the San Joaquin Valley were used as input to the model. The most effective means of reducing ozone impacts is a reduction in the number of vehicle trips generated by such transportation control measures as increased use of public transit, carpooling, vanpooling and biking. Reducing the size of the project or altering its trip generating characteristics would also be effective. Improving traffic flow without increasing volume would also reduce vehicular emissions.

[Note: Generalized emission rates developed by the Bay Area AQMD have been referred to only as background information, since there is no feasible way to incorporate these rates into the analysis.]

Because the project's contribution to the total ROG and NO_x in the Valley is less than one half percent of the total for the air basin (not counting potential stationary source emissions), it is possible that the project would produce an increase in ozone which would be too small to measure accurately. However, some increase would be expected. Given the existing ozone problems in the area, and the regulatory requirement to produce a 5% per year reduction in air pollution, the adverse impact would be [significant]. Local Project traffic has the potential for affecting air quality on the local scale, especially CO levels near heavily traveled roadways. CO concentrations were estimated for existing traffic conditions, and future traffic conditions as specified in the previous transportation/circulation/traffic section of this EIR. CO concentrations were calculated by separately estimating the background and local CO components for each case. The components were then added to obtain the total CO concentration.

Table VIII-5 shows the worst-case curbside concentrations at three locations where project traffic is expected to have the greatest impact. Concentrations at other locations would be lower. It is noteworthy that concentrations at I-5/Lathrop Rd. would be similar to those at I-5/Louise Ave.

The modeling results summarized in Table VIII-5 shows that CO standards are being approached, but not exceeded, under current conditions at the modeled locations. CO concentrations in the year 2011 would be lower, largely because of anticipated improvements in vehicular emission rates. Even though traffic volumes will increase, the reduction in emission rates would still produce an overall improvement in CO concentrations. Since no future violations of CO standards are predicted to occur, no adverse impacts should result.

Toxic and odor emissions may occur from agricultural operations surrounding the site and from the R&D/industrial components of project. Toxic agents from these industrial uses would be carried toward the project site by the local winds. As for surrounding agricultural operations, pesticides used on nearby fields could drift into developing areas. Emissions of toxic air pollutants and odors would be considered significant adverse impacts on sensitive receptors within the project site. [significant]

Mitigation Measures

1. Dust emissions related to construction can be reduced approximately 50% by watering exposed earth surfaces during excavation, grading and construction activities. All construction contracts should require watering in late morning and at the end of the day; the frequency of watering should increase if wind speeds exceed 15 mph.
2. An effective means of reducing ozone and CO air quality impacts is a reduction in the number of vehicle trips generated by the project. Those transportation control measures which would increase use of public transit, carpooling, van pooling, and bicycling would reduce the air quality impacts. However, considering the magnitude of the project's air pollutant emissions, the only effective way to assure that adverse impacts to ozone and CO levels do not occur would be to reduce the size of the project.
3. It is possible that federal or state mandated controls on vehicular emissions may reduce the level of air pollution emissions from motor vehicles below the levels assumed in this analysis. This issue was addressed by the 1988 California Clean Air Act. Since promulgating requirements for

lower polluting vehicles is beyond the authority of the project developer or the local Air Quality Management District, no additional improvements beyond those mandated by current regulations have been assumed in this analysis. If they occur, better air quality than estimated here will result.

4. All industrial uses which may emit significant quantities of criteria or toxic pollutants should be covered by AQMD permits. Industrial sources should be required to provide Best Available Control Technology or suitable emission offsets in order to minimize their contribution to regional air pollution totals. Further, it is possible to limit the kinds of industrial activities to be located on the site to those which produce relatively low emissions. This should be done wherever feasible.
5. APCD and State rules governing the application and use of pesticides should be followed. It should be noted that the newly formed APCD is in the process of developing strategies for reducing air pollution in the project area by 5% per year. Future developments would be required to be in compliance with air quality regulations at the time the development is undertaken, i.e. regulations which have not yet been promulgated.

The following recommendations are offered for monitoring of mitigation measures:

1. During construction the developers and their contractors would be responsible for implementing the recommended mitigation. The Public Works Department would verify their work.
2. The San Joaquin Unified APCD would be responsible for permitting processes and monitoring compliance with air quality permit conditions.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

LIGHT AND GLARE

Existing Conditions

The general absence of commercial development within and in the immediate vicinity of the Lathrop Planning Area, and the consequent absence of lighted signs, bright street lights and property security lights allows generally good vision of the astronomical night sky with the naked eye as well as with telescopic equipment from most existing residential areas of the City except those housing areas affected by light generated by freeway traffic.

Impacts

1. The degree of darkness in Lathrop, and especially west of Interstate 5, will diminish as commercial development occurs, effectively obscuring astronomical views from residential areas. Because of the distance of the proposed Gold Rush City commercial centers from most planned residential within Sub-Plan Areas #1 and #2, the change in the appearance of a typical night sky should not be adverse. [less than significant]
2. A second potential would be the adverse effects of neon and area lighting in Gold Rush City commercial centers on residential development directly east of the San Joaquin River. [potentially

- significant]** The worst impacts would be from the "bounce" effect of commercial center lighting during nights of low overcast or fog. [significant]
3. A potential exists for adverse effects of lights from traffic on residential areas adjacent to the planned Stanford Blvd. and Louise Avenue expressways providing access to Gold Rush City. [potentially significant]

Mitigation Measures

The loss of astronomical views of the night sky becomes irreversible as incremental urbanization and especially large-scale commercial development occurs. The following mitigation measures are to be applied to reduce the significant and potentially significant effects involved:

1. Mitigation of direct off-site glare can be achieved in part through the hooding of exterior commercial lighting, and especially that lighting mounted high on building walls, poles, roofs da commercial recreation equipment and facilities.
2. Light generated by freeway and expressway traffic can be mitigated considerably by heavy tree and high shrub landscaping along the outside edge of transportation corridors adjacent to residential development. Residential lots which back onto such corridors, as proposed by the General Plan, will aid in this objective.

LAND USE, POPULATION AND HOUSING

Existing Conditions [see descriptions in Parts III, IV-A and IV-C]

Impacts and Mitigation Measures

Impacts and mitigation measures are described under other topics in this EIR that are affected by land use proposals and by the levels of projected economic, population and housing growth envisioned by the General Plan.

PUBLIC, MUNICIPAL UTILITY AND ENERGY SERVICES

Existing Conditions

Existing public and utility services are described in Part III. [see Part III]

Public Services and Utilities

Impacts:

General Plan policies and proposals call for the provision of all public services required by the existing and future population to standards that are adequate or better than adequate for the purpose, with costs associated with service demands of new development to be met by new development. This includes streets, public schools, parks, recreation facilities and open space corridors, city offices, civic and cultural facilities, fire and police protection services and facilities, and water supply, sewerage and drainage/flood control systems. [insignificant if services and facilities are provided as proposed by the General Plan]

Mitigation Measures:

No additional mitigation measures are required for public services and facilities impacts in addition to the policies and proposals described under individual service and facility topics [see Parts IV, V and VI].

Energy Services

Impacts:

1. The impacts of urbanization on public utility systems will be those which generated the need for new or expanded electrical and gas service lines and appurtenant facilities, and the need for energy conservation. [significant]
2. Development of commercial and industrial areas under the General Plan may also generate the need for providing centralized services required for access to telecommunication satellites and systems which are likely to be developed to serve the greater Stockton metropolitan area over time. The impact of not providing for telecommunications access is less a matter of environmental concern and more a matter of whether commercial and industrial project sponsors determine that such access is necessary to having a competitive edge in attracting certain types of high technology and regional/national/international manufacturing and service operations. [insignificant except in relation to competitive business requirements]
3. The amount of electrical energy required for the expanded urban pattern will be substantial, primarily because of commercial and industrial demands. [significant] Residential demands can be expected to be in the order of 47.6 million kW (kilowatts), at an average consumption rate of 5,800 kW per housing unit. For the community as a whole, residential electrical energy demand would increase to about 62.2 million kW. [significant]. Commercial and industrial demands may vary considerably, depending on the level of development ultimately occurring at Gold Rush City and in the large industrial areas of the community.

Mitigation Measures:

The energy requirements of full development within each of the three sub-plan areas should be determined at the time of preparing Specific Plans for SPA's #2 and #3. PG & E has indicated that a new electrical distribution substation may be required to serve Gold Rush City so that adequate facilities can be planned for in advance. All requirements for energy service must be met as a condition of development approval.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

SAFETY AND HEALTH

Existing Conditions

The discussion which follows is limited to potential health and safety hazards of proposed industrial operations. Existing conditions with respect to toxic waste contamination of groundwater, geologic hazards, noise and emergency response have been described under the various General Plan elements. [see Part III, Part VI and sections of Part VIII-D concerning Seismic Hazards, Sharpe Depot

Contamination Plume, Drainage and Flood Control, Hazards to Public Safety, Noise, Transportation/Circulation/Traffic and Air Quality]

Impacts

1. It is the intent of the City of Lathrop to seek only the establishment of commercial and industrial enterprises that are environmentally "clean". However, experience throughout California indicates that industries involved in state-of-the-art and advanced technologies often may have operational characteristics which can be obnoxious and even dangerous to the public health on and off the site. [potentially significant]
2. Operations which are designed to avoid any external emissions of liquids, solids, chemicals and gases, including toxic materials under contained conditions of operation, may possess the potential for emission under conditions of plant upset. The malfunctioning of a valve, sensor, pump or other vital piece of equipment, or the commission of human error, can activate chains of events which can lead to plant upset, even when so-called "failsafe" back-up equipment is installed. The point here is that while there are no absolute guarantees against adverse impacts occurring from such conditions or events, prudence dictates that odds be reduced by mitigation measures that have proven to be reasonable. [potentially significant]

Mitigation Measures

In the absence of known industrial proposals, several measures are needed to provide adequate assurance that adverse impacts to public health and safety will not occur:

1. The City should draw up a list of uses that will be prohibited unless they pass the test of process engineering that proposed operational characteristics of an industrial plant are acceptable. The list should be included in the City's zoning ordinance.
2. To assist in determining whether engineering and operational characteristics of a proposed industrial plant are acceptable, an applicant for a proposed operation should be required to submit the following:
 - a. A full and complete description of proposed industrial operations and/or manufacturing or testing processes to be established, together with engineering, scientific or other technical evidence of ability to meet industrial performance standards established by the City or any County, State or Federal agency having responsibility for regulatory controls (e.g., Environmental Health, Air Pollution Control District, Regional Water Quality Control Board and EPA).
 - b. Certification by a person(s) having expert knowledge, experience and proven ability in the type of industrial processes proposed, that such operations will not have an adverse impact on the environment. Such person(s) may be required by the City to show proof of license to practice in California, and shall not be employed directly by the applicant. The City/County or City/other agency should take the initiative in hiring expert services where such action is deemed necessary to assure the availability of unbiased opinion.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

SCENIC QUALITY

Impacts

1. The urbanization of lands within SPA's #2 and #3 will gradually eliminate views of agricultural lands beyond developing areas as currently seen from streets, roads and highways. [less than significant]
2. The urbanization of lands within SPA's #2 and #3 will block or partially block the far view scenic backdrop of the Coast Range, except as viewed from elevated levees or elevated sections of the freeway system. However, views will be blocked for new residents rather than existing residents. [less than significant]

Mitigation Measures

The loss of views of agricultural open space will become irreversible as incremental urbanization occurs. No mitigation measures are available to avoid this loss, except as discussed under Section VIII-E pertaining to alternatives.

Views of the mountain backdrop to the west can to some extent be retained and enhanced by the orientation of streets and open space corridors and the location of parks.

CULTURAL RESOURCES

Existing Conditions

[see Page III-15]

Impacts

1. Known archaeological and cultural resources could be inadvertently damaged through the development process. [potentially significant]
2. It is possible that archaeological and cultural resources that have not been found and mapped may be unearthed during the construction process and become damaged or lost. [potentially significant]

Mitigation Measures

1. Mitigation against the potential loss of known archaeological and cultural resources shall be avoided at the time of development application in accordance with the procedures of CEQA Guidelines, Appendix K. Locations cannot be made known to the general public if vandalism of important finds is to be avoided. The alternatives for development design in areas of known resources must be reviewed by Native Americans having competence in understanding the importance of the resources and of the desired methods to assure their preservation.
2. Mitigation against the potential loss of as yet unknown archaeological and cultural resources will require close monitoring of construction activities by the City. The close proximity of properties

intended for development to natural watercourses should be taken as a signal of the potential for unearthing yet unknown resources. In such cases, the City should instruct developers and construction foremen of the potential for damage to artifacts and provide written instructions as to the importance and necessity of halting all excavation work until the significance of the finds can be evaluated by competent archaeological and Native American specialists.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

IMPACTS ON NEIGHBORING CITIES

Existing Conditions

As shown on Figure III-1, the Lathrop planning area is nestled among the cities, Stockton, Manteca and Tracy. Lathrop's east City Limit line is the western boundary of part of Manteca's sphere-of-influence; Lathrop's northern planning area boundary is the southern boundary of Stockton's sphere-of-influence; and the westerly boundary of the Stewart Tract is the easterly boundary of Tracy's sphere-of-influence.

In responding to the Notice of Preparation issued by the City of Lathrop for this EIR, each of these cities responded with concerns for the effects which Lathrop's General Plan might have on their respective spheres-of-influence and their plans for extending infrastructure to serve future urban development patterns, traffic added to the freeway system, and other impacts, as summarized in Section VIII-A of this EIR.

For the most part, the areas of these cities concern have been addressed either directly or indirectly in the course of developing the impact and mitigation analysis in this section (Section VIII-D), including freeway traffic, air quality, jobs/housing mix and impacts on natural resources. The discussion which follows relates to sphere boundaries, infrastructure planning, fiscal impact and multi-county regional impacts. The discussion of alternatives requested by these cities is provided in Section VIII-E.

Sphere-of-Influence Boundaries and Infrastructure Planning

The Stockton Interface:

Stockton's sphere of influence generally falls along Lathrop's northern Planning area boundary which lays just north of Bowman Road. Stockton has informed Lathrop of its intent to provide municipal water and sewerage service to this area over time, and has requested that Lathrop provide an agricultural belt between the future urban patterns of the two cities. Lathrop has honored this request in the proposed land use pattern of its General Plan. If additional urban expansion occurs in the future (not now envisioned by the General Plan), it is anticipated that an agricultural open space corridor will be retained between the two cities.

An important proposal of the Lathrop General Plan affecting Stockton's future is the need to extend the proposed Stanford Boulevard Expressway as a parallel facility to Interstate 5 north to interchanges in the South Stockton area in order to preserve future I-5 traffic capacity for regional traffic demand. While the need may not exist for a decade or more, Stockton and San Joaquin County need to preserve the required right-of-way so that acquisition will be feasible as urban development occurs along the length of this proposed expressway that will ultimately have to extend south and westerly through Lathrop's planning area into the Tracy area.

The Manteca Interface:

The planning program that produced Manteca's current General Plan encompassed all of Lathrop and lands extending west to the San Joaquin River before Lathrop incorporated. This is evident from the background studies developed and published as part of Manteca's General Plan program. However, the final westerly boundaries of Manteca's General Plan diagram are generally along the north-south line of the Union Pacific Railroad extended south of the railroad's curve to the southwest, taking in Manteca's regional wastewater treatment plant.

At the on-set of Lathrop's General Plan Program, agreement was reached with the LAFCO Executive Officer that for "planning purposes", Lathrop's eastern planning area boundary would follow a north-south line following the Union Pacific tracks, and extending south from the point of the railroad curve toward Tracy and excluding Manteca's wastewater treatment plant property. More recently, the City of Manteca has informed Lathrop of its intention to begin studies leading toward an amendment of its General Plan to include lands south of SR120 and west of McKinley Avenue to the San Joaquin River, and to have its sphere-of-influence boundary amended to reflect the General Plan amendment. Lathrop has since excluded lands for urbanization south of SR 120 and east of the Union Pacific Railroad and the San Joaquin River because of the adverse traffic impacts that would occur on SR 120 and I-5. In the last analysis, the San Joaquin County LAFCO will decide on the merits of this proposed addition to Manteca's sphere-of-influence.

The Tracy Interface:

The City of Tracy has also indicated its interest in expanding its sphere of influence to border Paradise Cut which forms the southwesterly boundary of Lathrop's Sub-Plan Area #3 (Stewart Tract). Proposals of the Lathrop General Plan which will most influence Tracy are added traffic on I-205, Gold Rush City commercial development and proposals for regional transit.

Tracy has requested that the fiscal impact of Lathrop's proposed General Plan on the City of Tracy be described. Presumably, Tracy is concerned with housing demand that would be generated by Gold Rush City that would have to be satisfied within the Tracy urban area, and with the costs v. revenues that would affect Tracy if Gold Rush City develops as envisioned by the Lathrop General Plan. A general understanding of Gold Rush City's potential overall economic impact on the region and of its probable fiscal impacts on Lathrop is provided in a separate report that is summarized at the end of Section VIII-D.

It is likely that the economic benefits of Gold Rush City on Tracy will be positive to the extent that several thousand permanent jobs will be created with an as yet undetermined number of those employees residing in Tracy. For those who would live in Tracy and work at Gold Rush City, they would improve upon the current imbalance in Tracy's jobs/housing condition. These employees would also bring to Tracy their incomes and expenditures for retail trade and services which would increase Tracy's overall tax revenues. The extent to which such benefits may occur is summarized in Table II at the end of Part II.

As to fiscal impact on Tracy, the request goes beyond normal procedures in General Plan preparation for small cities. If this request is honored, it is not unreasonable to expect that major proposals of Tracy's General Plan (along with Manteca's and Stockton's) should be evaluated as to their possible fiscal impact on Lathrop. As a City in its infancy, and lacking many of the amenities of a City established over a long period of time, Lathrop is seeking levels of economic development that will provide the long-term

financial support needed in support of a full range of desired municipal services. This objective is not inconsistent with that of most cities in California, including Lathrop's neighbors.

Tracy has also requested that the cumulative effects of Lathrop's General Plan be analyzed as they would affect the multi-county region of Eastern Alameda County, Southern Sacramento County, Northern Stanislaus County and all of San Joaquin County. This latter request is considered as being unreasonable and without parallel in the planning practice of small cities and as recommended by General Plan Guidelines published by the State Office of Planning and Research.

The traffic impacts of the proposed Lathrop General Plan on the freeway system have been described in a previous sub-section of Part VIII-D. They include the beneficial aspects of mitigating freeway impacts through the construction of at least one expressway parallel to I-5 and I-205, the introduction of regional transit and the payment of mitigation fees for fair share contributions toward widening I-5, I-205 and SR 120. As in the case of Stockton (see above discussion under Stockton Interface), there will be a need to extend the proposed Stanford Boulevard Expressway westerly of Gold Rush City through Tracy's Planning area if any substantial new development is to occur north of I-205 within the Tracy Planning Area. This need will exist in the long run whether or not Gold Rush City develops.

FISCAL IMPACT

The following sub-section summarizes the probable fiscal impact of development under the proposed Lathrop General Plan. The summary is based on a complete study published separately as part of the Lathrop's General Plan Program.¹⁷

Existing Conditions

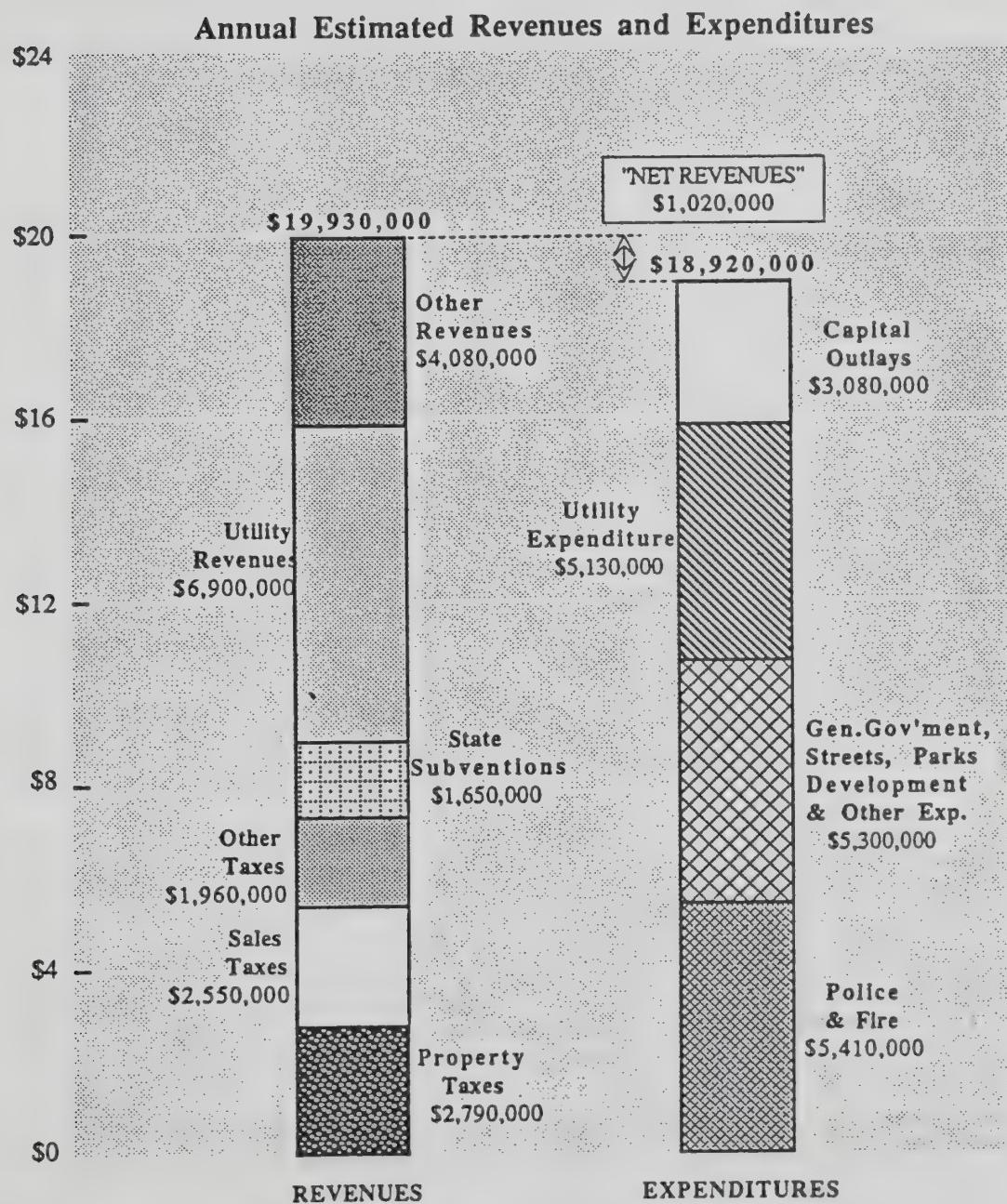
In preparing its first General plan, the City of Lathrop essentially has the opportunity to manage the development of a "new" community as an expansion of an existing urban pattern that is to be revitalized in the process. About 70% of the Lathrop Planning Area is in agricultural use, much of it in large ownerships, with all but a few hundred acres located west of Interstate 5 and south of State Route 120. Upon incorporation, the City's fiscal condition was reasonably good. Because of the amount of industrial development present, the average assessed valuation per household is nearly twice the average for cities of comparable population. Lathrop also receives more than twice the sales tax revenues per housing unit than the average for comparable cities. Taken together, property and sales tax revenues amount to 53% of the City's operating revenues, compared to 27% for the set of comparable cities analyzed in preparing the Fiscal Impact Analysis.

The General Plan proposal envisions two distinctly different types of development. East of the San Joaquin River within Sub-Plan Areas #1 and #2, a pattern of urban expansion is envisioned, with a population of 30,000 and the economic base required in support. The proposal for Gold Rush City involves a theme park and other commercial use having a year-round destination resort orientation.

¹⁷ *Fiscal Impact Analysis for the Lathrop General Plan, Prepared for the City of Lathrop by Grunwald & Associates and John W. Cone, July, 1991.*

FIGURE VIII-6

FISCAL IMPACTS UNDER THE PROPOSED GENERAL PLAN



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Methodology

The method used to project anticipated revenues and expenditures under the proposed General Plan was to compare Lathrop's present revenue and expenditure patterns with similarly sized cities, and then to project future results by using a group of cities similar in population and housing to that projected for Lathrop. In preparing the projections, the ratio of revenues and expenditures per household was used to provide equivalent data for different sized cities. An advantage of this approach is that the housing unit is the basic unit of service for most city functions. A pragmatic estimate of the amount of land that actually would be developed was prepared because the General Plan includes far more industrial land than reasonably would be needed and utilized over the 20 year planning horizon.

Major Findings

1. Buildout under the proposed General plan for all of the area east of Interstate 5 is projected to generate revenues of about \$19.9 million per year as compared to expenditures of \$18.9 million (measured in 1990 dollars). In actual practice, most cities spend all of the funds available since the demands for facilities and services typically exceeds the resources available. Net annual revenues of \$1 million suggests that the combination of land uses proposed can support a balanced budget using typical revenue and expenditure patterns for other cities of 30,000-31,000 population. A bar chart comparing anticipated revenues and expenditures is shown on Figure VIII-6.
2. Fiscal impacts of the proposed Gold Rush City development were analyzed separate from the rest of the future urban pattern because of its distinctly different economic characteristics and requirements for municipal services. The Analysis indicates that Gold Rush City is oriented towards a growing market for recreation and entertainment, with imaginative proposals to assist in achieving market potential. However, the success of this highly entrepreneurial venture is strongly dependent upon the success of the theme park as the central focus of initial development. In selecting the level of first phase and ultimate development envisioned by the General plan, sufficient opportunity is provided in terms of acreage and land use options to demonstrate economic success. The proposed first phase includes the major theme park and resort components, along with up to 4,000 hotel/motel units and 1,000 units for recreation vehicle and tent camping.
3. The Gold Rush City project can be highly profitable to the City since theoretically it can generate revenues of \$14 million or more per year from a combination of admission, lodging, property and sales taxes as compared to a preliminary estimate of related costs that could be as low as \$4 million. These estimates must be considered very preliminary, requiring more detailed analysis as the Gold Rush City Specific Plan is prepared. For example, the extent of police, fire, street maintenance, street lighting and utility distribution and collection services to be provided by Gold Rush City v. provision by the City is yet to be determined. Final determinations regarding these services can make a significant difference in the City's operating revenues and costs.
4. Careful negotiation between the City and the Gold Rush City development group will be required to assure that both parties benefit adequately from the economic benefits of the project.
5. Policies on development phasing will become critical to assuring a favorable relationship between City revenues and expenditures as development occurs over the 20 year planning period. The monitoring of fiscal impacts in relation to the budget process will be required each year in order that reasonable balance is achieved and maintained in reflecting a major goal of the General Plan.

PART VIII

FINAL ENVIRONMENTAL IMPACT REPORT

PREFACE TO THE FINAL EIR

The Final EIR consists of the entire Draft EIR, and Appendix "D" entitled "Final EIR Response to Comments". The body of the Draft EIR has been amended to include changes in the form of additions, deletions and corrections accepted by the City in Appendix "D" as being necessary to fulfill the requirements of the California Environmental Quality Act (CEQA). Some of the information that appeared in the Draft EIR has also been reorganized and presented in different sections. This is especially the case concerning the Executive Summary, which now appears in Part I of the document. All responses to comments have been prepared by Robert E. Grunwald, principal author of the combined General Plan and EIR document, with the advice of members of the Grunwald & Associates consulting team.

SECTION A - INTRODUCTION AND SUMMARY

INTRODUCTION

Section 15166 of CEQA Guidelines permits the EIR on a General Plan to be incorporated as part of the General Plan document if: 1) the General Plan addresses all the points required to be in an EIR, and 2) the document contains a special section which identifies where the General Plan addresses each of the points required. Part VIII of the General Plan document is intended to meet these conditions since much of the document's contents already addresses CEQA requirements for an EIR.

CEQA requires that mitigation measures contained in an EIR certified by the City Council must be systematically applied, as the project which is the subject of an EIR is carried out. In this case, the "project" is the General Plan, which describes the Plan's goals and the policies and proposals to be implemented over various periods of time. Thus, an important objective is to provide decision-makers with a ready reference to those measures which will have relevance to future proposals for General Plan amendment and to programs devised to implement the Plan.

The format is consistent with CEQA Guidelines. Reference is made to specific parts and sections of the Plan document where appropriate, with the reference bolded and contained by brackets [example]. Additional discussion is also provided where necessary to supplement environmental information provided in other parts of the General Plan document.

AN ESSENTIAL PERSPECTIVE

The Value of Previous Environmental Assessment

This EIR takes into consideration the fact that policies and proposals of the previous Lathrop General Plan have already stood the test of environmental analysis. To the extent that such policies and proposals remain essentially unchanged, further analysis is not required except as covered under the topic of long-term cumulative impacts. As a practical matter, however, the proposed changes in General Plan policies

and proposals for Lathrop are of such magnitude that fresh environmental analysis was determined to be necessary.

A 20 Year Planning Period within a 40 Year Regional Perspective

The time frame of the General Plan is fairly conventional in the time span it covers, and therefore the manner in which potential environmental impacts are assessed. The basic long-range planning period is for approximately 20 years, to the year 2012. The policies and proposals of the Plan, as described in Parts II, IV, V and VI, reflect a realistic potential for expanding the local employment base in support of an anticipated permanent population of 30,000 located mostly within Sub-Plan Areas #1 and #2 [see Figure IV-1].

To a limited but important respect, the General Plan also maintains options for the future in the context of a 40 year perspective on what may become very long range needs of the region for transportation and circulation facilities. The important point here is the need to identify possible regional needs beyond 20 years, such as transit corridors, so as to not foreclose the options for future right-of-way acquisition simply because no one looked beyond the 20 year requirement.

Mitigating Environmental Impacts Through General Plan Policies and Proposals

By its very nature, the General Plan seeks to enhance the quality of the environment while accommodating additional population and urban expansion. To the extent that it achieves these objectives, its policies and proposals in many cases serve to mitigate potential adverse impacts before the fact of urban development. Impact and mitigation analysis was in preparation concurrently with the drafting of the General Plan so that the Plan would anticipate the need for and encompass policies and proposals intended to avoid adverse environmental impacts where possible and to reduce other impacts to levels that are acceptable in keeping with the intent of CEQA.

SUMMARY OF GENERAL PLAN POLICIES AND PROPOSALS TO THE YEAR 2012

The General Plan covers three sub-planning areas [see Figure I-1]. It provides for the expansion of the existing community which lays east of Interstate 5 (SPA #1), for the expansion of the City west of Interstate 5 to the San Joaquin River (SPA #2), and for the addition of Gold Rush City (SPA #3) on the Stewart Tract southwest of the existing community [see Figure III-2]. Lathrop's combined expansion within SPAs #1 and #2 would include residential, commercial, industrial, public service and recreation open space and related infrastructure to meet the needs of a permanent population of 30,000 by the year 2012.

Residential expansion within SPA #1 would occur north of Lathrop Acres to just beyond the line of Squires Road, as in-fill on vacant parcels south of Lathrop Road, and within older sectors in need of rehabilitation through redevelopment. Residential expansion within SPA #2 would occur in "villages" which create distinct residential environments together with a broad range of commercial, professional service, school, park, and other public and semi-public services required at the village (neighborhood) level. These villages would accommodate from 7,000 to 10,000 people in a variety of housing types to meet the needs of all economic segments of the housing market.

Major commercial development would develop in SPA #'s 1 and 2 in response to the market for goods and services. Generally, such development would occur as the commercial market exists or is expanding.

Within SPA #1, commercial centers are planned primarily at the freeway interchanges because of the influence of the existing development pattern. Within SPA #2, a Central Business District is planned between the Lathrop Road and Louise Avenue interchanges with I-5, which would ultimately become Lathrop's "downtown". Development at and in the vicinity of the interchanges would mostly include Freeway Commercial and Service Commercial use.

Gold Rush City would be developed as a destination center for large-scale commercial recreation/resort activities, with a theme park based on California's historic Gold Rush era as the centerpiece, capable of attracting 3,000,000 visitors each year. [see General Plan Diagram - 2010, attached to this report, and Parts I - VI which describe the "project" in detail.]

SCOPE OF THE EIR

The scope of this EIR was determined after completion of an Initial Study prepared by the Lathrop Planning Department, and after public review under the Notice of Preparation (NOP) process as required by CEQA Guidelines. The scope determined by the Initial Study focused on the topics which follow in consideration of the fact that a series of indirect effects will result as individual development projects are completed consistent with the General plan and applicable Specific Plans.

Scope as Determined by the Initial Study

1. Earth: Impervious surfaces will be created, increasing drainage requirements; difficulty in compacting soils west of the San Joaquin River could result in soil liquefaction and foundation failures during a severe earthquake.
2. Air: The extent of air emissions anticipated for partial as well as full development under the General Plan will be substantial as the result of significant increases in population and vehicle traffic generated by urbanization, and will result in long-term cumulative effects on the San Joaquin Valley Air Basin. .
3. Water: The use of groundwater as a long-term source of domestic water is placed in question by concerns for the long-term quality of groundwater as may be influenced by salt water intrusion extending easterly from the Sacramento-San Joaquin Delta. The need and options for supplying surface water on a permanent basis requires examination as part of General Plan studies. A potential for significant effect due to flooding within SPA #3 also exists.
- 4.&5. Plant Life & Animal Life: Nearly 5,000 acres of productive agricultural acreage will require conversion to urban use. Significant habitat for fish and wildlife may be present along the San Joaquin River, its tributaries and man-made water channels throughout various parts of the planning area, and especially west of the River. There is potential for adverse effects on the habitat of rare and threatened species of plants and animals close to waterways and forage areas.
6. Noise: Depending on the proposed land use pattern in relation to freeways, major arterials, railroads, and commercial generators of noise, significant effects may occur that should be addressed in the project EIR.
7. Light and Glare: Light and glare will increase primarily from the installation of lighting necessary for large-scale commercial recreation uses. Significant effects of such intensive lighting

- will occur, including effects on the night sky and the visual character of nearby residential neighborhoods.
8. Land Use: Significant effects can be expected from various options in land use patterns. Care is required in the selection of those patterns which will best mitigate the potential for adverse impacts as discussed under other topics described in this Initial Study.
11. Population: The proposal can be expected to alter the location, distribution, density and growth rate of the human population of the greater Lathrop area. Significant effects may occur in relation to other topics described in this report.
12. Housing: The project may have significant effects, depending on the housing mix selected, including affordable housing, and the location of housing areas as part of the urban pattern.
13. Transportation: Major significant effects are expected as the result of destination traffic generated by the proposed theme park and other large-scale commercial recreation facilities, as well as by traffic generated by the full range of residential, commercial, industrial, semi-public and public areas and facilities which will comprise the expanded city of Lathrop. These effects may include substantial impacts on existing and proposed freeway interchanges and on the traffic capacity of freeway segments connecting with Route 99 to the east, with Stockton to the north and with the San Francisco Bay Area to the west. Mitigation must be sought which will assure the achievement of long-term goals of managing highway traffic and improving air quality. The role of rail transportation will be most significant in this regard.
14. Public Services: There is a potential for significant effects on all public services now provided by the City and local special districts, and on services yet to be provided. Fiscal impacts must be analyzed if the costs of providing government services are to be sustainable on an on-going basis.
15. Energy: Because of the size and complexity of the urban pattern to be created, the project may eventually result in the use of substantial amounts of natural gas and electrical energy. Significant effects may occur in the event that adequate supplies of needed energy are not easily made available as urban development occurs.
16. Utilities: Significant effects could occur with respect to each of the major utility systems to be operated by the City of Lathrop to serve the expanded urban pattern, including waste water management, solid waste management, domestic water supply and surface water drainage.
17. Human Health: Proposals for large-scale industrial development could generate significant effects on human health if industries are encouraged having hazardous operations or which would generate hazardous wastes.
18. Aesthetics: Significant effects could occur through the loss of both near view and far view scenic vistas now open to freeway travelers.
19. Recreation: (see Item 14., above)

20. Cultural Resources: A record search will be conducted to determine if there is a potential for significant effects on cultural resources, including historic sites and structures.
21. Mandatory Findings of Significance.
- a. The project has the potential to reduce the habitat of wildlife species, threaten an animal community and restrict the range of an endangered avian species.
 - b. The project does have the potential to achieve short-term, to the disadvantage of long-term, environmental goals.
 - c. The project will have impacts which are individually limited but cumulatively considerable.
 - d. The project could have adverse effects on human beings, depending on land use policies devised to guide industrial development.
- Scope as Identified by the NOP Process
- Responses from public agencies and individuals to the Notice of Preparation both reinforce the conclusions of the Initial Study. Some of the responses also call for added breadth or depth of analysis as indicated below, with the responding party noted in brackets.
22. Impact on Agriculture: Identify the extent and value of agricultural production that would be lost through urbanization, the loss of Williamson Act lands, urban/rural conflicts, pressure for the conversion of additional ag land to urban use, and cumulative impact. [California Departments of Agriculture, Conservation and Fish & Game; State Lands Commission; San Joaquin Farm Bureau Federation]
23. Impact on Mineral Resources: Lands of valuable deposits of sand are present within the planning area along the San Joaquin River and between the Interstate 5 merge and the Union Pacific RR. The importance of protecting these resources needs to be addressed as required by State Planning Law and the Surface Mining and Reclamation Act (as amended). [State Department of Conservation; State Mining and Geology Board]
24. Impact on Neighboring Cities: The project will impact the spheres of influence of neighboring cities, their plans for extending infrastructure to serve future urban development patterns, traffic on the freeway system, arterial streets serving more than one community, groundwater, flooding, and air quality. A range of alternatives should be evaluated, including area-wide alternatives and cumulative impacts thereof. Fiscal impacts on neighboring cities. [Cities of Stockton, Tracy and Manteca]; Impact of recreation traffic generated by Lathrop; impact on housing demand elsewhere if not enough housing provided in Lathrop, and need for balance of land use mix [City of Escalon]; cumulative impacts on the multi-county region involving eastern Alameda, southern Sacramento, and northern Stanislaus counties, along with San Joaquin County [City of Tracy].
25. Impact on Wildlife: Discuss mitigation required for impacts on fish and wildlife and their habitat, the planning area's value to fish and wildlife, and potential impacts arising from proposed land use designations. Discuss impact on State- or Federally-listed Rare, Threatened or

- Endangered Species. [Note: a list of species was provided by the Department of Fish and Game Discuss any impacts on unique types of habitat, and long-term cumulative effects on fish and wildlife [Department of Fish and Game]; impact on public trust resources of the State's waterways [State Lands Commission];
26. Transportation & Traffic Impacts: Discuss local and regional traffic impacts on State Highway System; required traffic impact fee structure that addresses local, county and state requirements [County of San Joaquin]; Impacts on State Routes 99 and 1-5. potential mainline interchange, ramp and intersection improvements, funding mechanisms and comprehensive traffic analysis [DOT Caltrans, District 10, Stockton]; Consider proximity to Stockton Municipal Airport and Sharpe Airport, including noise contours and possible safety hazards at Sharpe [San Joaquin County Council of Governments]; noise and safety considerations re Sharpe Airfield Defense Logistics Agency, Sharpe Site, Lathrop].
27. Access to Waterways: Discuss constitutional rights of reasonable access and use of State's waterways; provide a riparian parkway along existing riparian habitat of the rivers within the planning area [State Lands Commission].
28. Impact on Water Resources: Assess water quality impacts from urban and storm water runoff, including increased pollutant load from urbanization in conjunction with existing pollutant loads; impact of runoff from construction sites; examine wastewater treatment and disposal options; advance wastewater treatment may be required [California Regional Water Quality Control Board - Central Valley Region].
29. Superfund Site Contamination: Impacts of off-Sharpe Depot contamination Defense Logistics Agency].
30. Full (not Focused) General Plan EIR Required: To also cover justification for 20 year population growth to 55,000, need to document overall impacts, include a graphically legible map, need changes in the Environmental Checklist answers from no and maybe to yes so as to cover all topics [Office of Planning & Research].
31. Public Services Solid waste disposal [San Joaquin County]; school impacts [Manteca Unified School District], coordination of infrastructure needed within Tracy's sphere of influence; [City of Tracy]; Need for gas & electric facilities, including transmission and substations [PG & E].

SUMMARY OF MAJOR MITIGATION MEASURES INCORPORATED AS PART OF THE GENERAL PLAN

Key policies and proposals of the General Plan which will have the effect of mitigating the potential for adverse environmental impacts are summarized below. [See each of the Plan Elements in Parts IV, V and VI of this document for a complete list].

1. A decrease in the area required for urban expansion and consequent population growth to reflect realistic levels of housing demand based on employment projections and the need for a jobs/housing balance. Original "sketch plan" proposals for a population of 55,000 were downgraded to 30,000, based on economic and demographic analysis of the region.

2. A requirement for the adoption of Specific Plans by the City prepared pursuant to the provisions of Section 65450 et seq of the California Government Code. Each Specific Plan will encompass land areas within SPA #'s 2 and 3 which logically should be related for planning purposes. Each Specific Plan will create urban design proposals within the framework of the General Plan, and further refine the environmental analysis of the General Plan EIR to the extent reasonable and necessary to assure adequate mitigation of potential adverse impacts identified by the General Plan EIR.
3. Incremental phasing of development over a 20 year period. Each phase is to be self-contained with respect to environmental impact mitigation so as not to depend on future development to satisfy mitigation required by a current phase of development.
4. The design of a sewerage system which reduces the potential for growth-inducing impacts.
5. Early annexation of lands required for urban expansion during the period 1992-2002; maintaining a growth rate which will not exceed the reasonable capacity of the City and local special districts to provide needed public services.
6. Increasing efforts to achieve the in-fill of vacant lands which have been bypassed by the process of urban development, including efforts to achieve the revitalization of blighted areas through the cooperative efforts of the City and the private sector.
7. Enhancing existing economic activities, and providing for the expansion of business and industry at locations which will be convenient to the population to be served.
8. Reducing traffic impacts on the freeway system by the arrangement of residential land use within Sub-Plan Areas #1, #2 and #3.
9. Reducing impacts on air quality by including provision for public transit as an integral part of early development within SPA #'s 2 and 3, through improvements to freeway traffic capacity and reduction of traffic congestion, by adopting industrial performance standards, and by controlling fugitive dust during construction activities.
10. Partial mitigation of the impacts of converting agricultural land to urban use by applying Measure 3., above.
11. Land Use policies pertaining to residential, commercial, and industrial use, and to public and semi-public facilities which reduce the potential for adverse impact to acceptable levels.
12. Circulation policies pertaining to Interstate and State highways, streets and alleys, and the railroad corridors which avoid adverse impacts or which reduce the potential for adverse impact to acceptable levels.
13. Resource Management policies pertaining to open space for managed resource production, natural and human resources, health, welfare and well-being and outdoor recreation.
14. Hazard Management policies pertaining to seismic safety, safety and noise.

SUMMARY OF SIGNIFICANT UNAVOIDABLE ADVERSE ENVIRONMENTAL IMPACTS of the Project for which the decision-maker must issue a "statement of overriding considerations" under Section 15093 of State CEQA Guidelines (as amended) if the Project is approved.

[See Executive Summary, Part I, p. 1-21]

SUMMARY OF SIGNIFICANT ADVERSE ENVIRONMENTAL IMPACTS THAT CAN FEASIBLY BE MITIGATED OR AVOIDED, for which the decision-maker must make "findings" under Section 15901 of the State CEQA Guidelines (as amended) if the project is approved.

[See Executive Summary, Part I, p. 1-22]

ALTERNATIVES

The "no project" alternative is the environmentally superior alternative, since it would not require any development west of Interstate 5. Of the alternatives that would involve development west of Interstate 5, Alt. 2 - Further Reduced Area of Urban Expansion would be the most environmentally superior alternative, followed by Alt. 1 - Reduced Area of Urban Expansion and the General Plan as proposed. Alt. 2 is shown without Gold Rush City. However, an equally viable approach would be to reduce Gold Rush City as in Alt. 1 and further reduce residential development east of the San Joaquin River because this area would generate greater traffic and air pollution than Gold Rush City.

ISSUES RAISED BY OTHER AGENCIES AND ISSUES TO BE RESOLVED

The neighboring cities of Stockton, Manteca and Tracy have raised questions concerning the regional effects of the project as proposed, effects on existing and future spheres of influence, and fiscal impacts of the project on the three cities. Issues to be resolved include a determination of a logical ultimate sphere of influence for Lathrop vis a vis the other three cities, and inter-jurisdictional responsibilities for providing water and sewerage systems and for financing improvements to existing Arterial streets that serve Lathrop and Manteca.

MITIGATION MONITORING

As required by State law effective 1/1/89, the City of Lathrop is required, as the Lead Agency, to establish a mitigation monitoring and reporting program to cover all mitigation that may be required during the course of build-out within the planning area. The monitoring required is summarized in Table I-2. A full description will be required by the City Council prior to Council certification of the Final EIR.

SECTION B - PROJECT DESCRIPTION

PROJECT CHARACTERISTICS

The "project" is fully described in the body of the General Plan document [see Parts I, II, and IV - VI, inclusive]. No further description is required except for the use of the EIR as provided below. The General Plan document has been prepared pursuant to the revisions of the State Planning Law which became effective on January 1, 1988, as amended, and General Plan Guidelines, 1990, as prepared by the State Office of Planning and Research, dated November, 1990.

USE OF THIS EIR

It is the intent of the City that this EIR be used for the following purposes:

1. As a framework of policy and action to be considered and refined in the preparation of Specific Plans within all sub-planning areas. Further environmental analysis will be required where the extent of environmental impact cannot now be determined for lack of site-specific project details.
2. As a basis for developing a Comprehensive Annexation Plan for all annexations required to meet the needs of urbanization over the next 10 years.
3. As a basis for judging all specific development projects that may be proposed consistent with policies and proposals of the General Plan and mitigation measures of this EIR.
4. In developing and implementing a mitigation and monitoring program for project EIRs as required by State Law.
5. It is the further intent of the City that this EIR be used as the vehicle to avoid requiring the preparation of unnecessary EIR's for development projects and programs which are consistent with the General Plan and applicable Specific Plans by using the Negative Declaration process where the General Plan EIR or applicable Specific Plan EIR(s) are adequate for the purpose.
6. In requiring EIR's for Specific Plans and other related projects, the General Plan EIR will be used as a basis for "tiering" in order to avoid unnecessary redundancy, the waste of time or unnecessary premature speculation. This will allow the incorporation of earlier analyses of the General Plan EIR by reference so as to focus on those issues which remain for decision as compared to those already decided.

This EIR is also intended to be used by the following local public agencies having jurisdiction within the area covered by the General Plan:

1. The Manteca Unified School District.
2. The San Joaquin County Community Development Department.
3. The San Joaquin County Public Works Department.
4. The San Joaquin County Local Agency Formation Commission.
5. The San Joaquin County Council of Governments
6. The San Joaquin County Mosquito Abatement District

SECTION C - ENVIRONMENTAL SETTING

The environmental setting is described in [Part III] of this document. While no further description is required, supplemental description is provided for certain topics covered in Section D which follows.

SECTION D - ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES, INCLUDING IMPACTS WHICH CANNOT BE AVOIDED

INTRODUCTION

Section D provides a description of the environmental impacts of the proposed 20 Year General Plan. Anticipated impacts are discussed by topics, followed by a discussion of the mitigation measures recommended as being necessary either to avoid adverse impacts or to reduce impacts to acceptable levels. Where impacts are unavoidable, or not capable of mitigation, the circumstances are described as appropriate.

Impacts are described wherever feasible under "worst case" conditions. This is important since this document is a Program EIR covering the indirect effects of development that will occur after full build-out under policies and proposals of the General Plan. For certain topics, such as air quality, a worst-case approach is needed in order to cover any eventuality in the final mix of land use proposed under the General Plan. For the most part, many of the policies and proposals of the General Plan in themselves serve as means to mitigate the impacts of economic growth and development that eventually will occur within the Lathrop Planning Area.

Of importance to understanding environmental consequences is the requirement that all new development within Sub-Plan Areas #2 and #3 (west of Interstate 5) occur under the provisions of Specific Plans to be adopted by the City as the principal instrument of implementing General plan development policy. A finer-grained approach to development design and environmental analysis is to be required in preparing Specific plans to assure that the full implications of potential environmental impacts will become known for every significant project and that mitigation of such impacts will meet reasonable standards of acceptability under CEQA Guidelines and case law. [See discussion of Specific Plan requirements in Parts II and VII]

The topics covered in Section D and the order of their presentation are the same as that described under "Scope of EIR" beginning on page 8-A/C-3.

LAND RESOURCES

Existing Conditions

Within Sub-Plan Area (SPA) #1, vacant and agricultural parcels proposed for residential use are relatively small, with the largest acreage (about 240) occurring north of Lathrop Acres to just north of Squires Road. Large parcels of vacant and agricultural land mostly involve lands designated for service commercial and industrial use (1,060). Soils within the SPA #1 are capable of compaction for urban use. An area of soil contamination exists on lands directly west of the Sharpe Depot. However, extensive study by qualified parties indicates that this contamination need not hinder surface development for residential use as long as water wells are not drilled into the plume of contamination.¹

¹ Correspondence from Allen K. Wolfenden, Chief, Technical Services Unit, California Department of Health Services, to John Verner of Verner Construction, February, 1989.

Within SPA #2, there are about 1,900 acres of agricultural land proposed for urban use by the General Plan. Soils are generally capable of good compaction for urban use. Within SPA #3, approximately 4,250 acres of agricultural land is designated for urban use, including more than 400 acres outside of Gold Rush City at the southeast end of the Stewart Tract between Interstate 5 and the Union Pacific Railroad. As described in Part III, the loosely confined soils of the Stewart Tract combine with a high water table and potential for flooding to pose the danger of soil liquefaction during an earthquake.

The General Plan calls for the eventual conversion of approximately 7,170 acres of productive agricultural land. This does not include land that is vacant or which may be used only occasionally for agricultural production. Approximately 60% of the agricultural acreage is in field crops, with about 30% in vegetables and the remainder in deciduous fruit and nut crops.² Virtually all of the agricultural acreage within SPA's #1 and #2 involves Class III soils by the US Soil Conservation Service. About 90 % of the soils within SPA #3 involves Class I and II soils (Storie Index = 80-100), with the remainder as Class III.³ Within SPA #1, none of the agricultural lands proposed for urbanization are under Williamson Act contract. Within SPA #2, about 80% of the land proposed for urbanization is under Williamson Act contract. All of the 4,250 acres of agricultural land within SPA #3 is under Williamson Act contract. Remaining land within SPA #3 is in natural sloughs and riparian habitat.

Compaction and Overcovering of Soils

Impacts:

1. Vacant and agricultural soils will be compacted for building construction and overcovered with exposed impervious surfaces such as roofs, driveways, streets and off-street parking areas. The extent of overcovering will be determined by site plans submitted for City approval for each separate construction project. The more extensive compaction and overcovering of soils that will occur will increase surface water runoff [potentially significant] and the potential for wind erosion during land grading and construction [potentially significant].
3. Soils and levees within SPA #3 are subject to the potential for liquefaction during a severe earthquake. [see discussion in Part VI, Hazard Management, pertaining to Seismic Hazards]. [potentially significant]
3. Surface water drainage from areas of urbanization to natural watercourses could result in the contamination of those watercourses. [potentially significant]

Mitigation Measures:

1. Positive off-site drainage will be required for each site consistent with an overall master plan of drainage for each SPA that will avoid adverse impacts on other properties. Specific improvements and requirements for drainage would be determined at the time of Site Plan Review under provisions of the City's Zoning Ordinance, or under provisions of the City's Subdivision Ordinance. [See also drainage policies, Part IV-D which serve to mitigate impacts]

² Based on aerial photos taken in June, 1990.

³ From Figure IV.A-1, Draft San Joaquin County General Plan, Volume III, Technical Appendices, June, 1989.

2. Mitigation of particulates through the employment of dust control measures is described under the subsequent topic of Air Quality in this EIR.
3. Mitigation of the potential for liquefaction involves extensive soils and foundation engineering and special construction techniques. [See discussion of Seismic policies #5 - #10, Part VI, which serve as mitigation measures]
4. The special needs for removing potential contaminants from surface water drainage prior to disposal to the San Joaquin River is to be addressed in the Master Plan for Drainage to be prepared by the City. [See discussion of impacts and mitigation measures under Drainage and Flood Control, this section]

Application of the above mitigation measures will reduce all impacts to less than significant levels.

Agricultural Land Conversion

Impacts:

1. The eventual conversion of approximately 7,170 acres of productive agricultural land to urban use within the Lathrop planning area will be irreversible, since it is not reasonable to assume that the re-conversion to agricultural use will ever become economically feasible. [significant]
2. The cumulative loss that would occur at buildout would be in the order of \$7.2 million (current dollars).⁴ The annual loss of field crops at buildout would represent about 0.93% of current county-wide field crop value. For vegetable, the annual loss would be about 3.10% of current county-wide vegetable crop value; for fruit and nut crops, the annual loss would be about 0.35% of current county-wide fruit and nut crop value. [significant] The cumulative impact of these losses to the State's economy as a whole would be in the order of \$28.8 million.⁵ [significant]
3. The conversion of agricultural lands to urban use may place at risk other agricultural lands in the immediate vicinity, even before conversion to urban use under the General Plan is complete. Such pressure would probably be the greatest in the northern half of SPA #2, between Squires Road and the northern boundary of the Lathrop planning area north of Bowman Road. [potentially significant]
4. Other potential impacts involve a shifting in the location where urban-agricultural conflicts may occur from the current interface between urban and agricultural lands to other locations where urban expansion occurs. [potentially significant]

⁴ Derived from the San Joaquin County Agricultural Crop Report, 1990, San Joaquin County Agricultural Commissioner's Office, and based on the average \$ yield per acre for field crops, vegetables and fruit and nut crops representative of crop patterns in the Lathrop Planning Area.

⁵ The California Crop and Livestock Reporting Service estimates that every farm dollar generates an additional three dollars in the State's economy.

Mitigation Measures:

All of the agricultural land conversion required to accommodate urban expansion lays within the City's proposed Sphere-of-Influence boundary to be established by the San Joaquin County Local Agency Formation Commission (LAFCO). Since there are no options to expand on non-agricultural land, the conversion of agricultural land is an adverse impact that cannot be avoided unless all further urban expansion was prohibited. The replacement of agricultural production in some other location within the region as an off-set to local losses of prime land appears to be possible in theory but difficult to achieve in practice. It is reasonable to assume that the amount of agricultural land absorption required for Lathrop's projected population would take place elsewhere in the region if not at Lathrop (e.g., at Lodi, Stockton, Manteca or Tracy). However, land absorption for the type of development proposed for Gold Rush City is much less certain to take place elsewhere if not at Lathrop because of the combination of regional economic and locational factors involved that favor a Lathrop location.

[Mitigation measures to minimize this impact are provided in Part V (Open Space for Managed Resource Production and Open Space for Shaping Urban Growth)] They include the policy on phased development and maintaining a rate of population growth which will not exceed the ability of the City to provide needed urban services. These policies combine to avoid fracturing or fragmentation of the urban pattern, provide for the gradual outward conversion of agricultural lands, and assure a rational, economically feasible and more efficient pattern of urban services. Other measures include the following:

1. A "right to farm" ordinance has already been adopted by the City which will serve as a means to mitigate the potential for urban-agricultural conflicts.
2. An additional measure is to maintain temporary open space corridors between the advancing line of urbanization and the receding line of agricultural operations. A permanent open space corridor is proposed by the General Plan at the north end of the urban pattern shown within SPA #2.

Seismic Hazards

Impacts:

1. The occurrence of a major earthquake poses a serious potential for soil liquefaction and levee failure within SPA #3, along with a consequent possibility for the loss of life and property due to flooding and structural failure. [potentially significant]
2. A serious earthquake has the potential for generating panic among thousands of participants at a theme park or similar recreation facility and among spectators at major sporting events, with the possibility of loss of life and personal injury. [potentially significant]

Mitigation Measures:

[See policies on seismic hazards and public safety, Part VI]

Additional emphasis is required to develop the Earthquake Disaster Plan and capabilities for evacuation to deal effectively with crowd control so as to avoid panic at major activity centers and public events being conducted in Gold Rush City. The means and capability to assure swift emergency response by

medical, police and fire protection services must be in place before the opening of any theme park or other major recreation commercial use.

Application of the above mitigation measures will reduce all impacts to less than significant levels.

Lands Having Sand Deposits of Regional Significance

Impacts and Mitigation Measures:

The Resource Management Element [see Part V] urges the preservation of lands having value for the mining of sand deposits classified as MRZ-2 (Regional Significance) by the State Mining and Geology Board. Extraction of the sand deposits is encouraged, prior to reuse under land use policies of the General Plan and reclamation policies adopted by the State Mining and Geology Board. No further mitigation is required.

WATER RESOURCES

Existing Conditions

The Lathrop planning area has limited capability for yielding adequate supplies of potable water from wells to meet the needs of the proposed urban pattern. Existing wells and a few new wells can meet most if not all of the future needs of Sub-Plan Area #1. However, the needs of Sub-Plan Areas #2 and #3 will require developing new sources of water [see description in Part III, pp III-8 & 9].

The entire Stewart Tract (SPA #3) lays within the 100 year flood plain. Periodic flooding has in the past covered the Tract to a depth of more than 10'. The potential for flooding within SPA #1 has been mitigated by reconstruction of the San Joaquin River levee along the boundary of the SPA and extending north to the Weston Ranch area of Stockton.

Water Supply

Impacts:

1. Dependence on expanding water supplies by drilling new wells will place the growing community in serious jeopardy as the quality of water from underground aquifers continues to deteriorate because of increased salinity. Failure to achieve an assured permanent supply of potable water from non-well sources will jeopardize the City's ability to supply needed water in the future. [potentially significant]

2. The conversion of agricultural water entitlements for the Stewart Tract to urban use has the potential for reducing or eliminating continuing entitlements that will be needed for agricultural use as phased urbanization occurs. The loss of entitlements necessary to assure continued agricultural use of non-urbanized lands could result in the premature commitment of lands to urban use. In the event that the level of urbanization envisioned for Gold Rush City does not materialize, loss of agricultural water entitlements could commit the entire Tract to some other forms of urbanization in the future. [potentially significant]

Mitigation Measures:

1. Development within SPA's #2 and #3 should be withheld until the extent of development to be approved is supported by assurance that a firm supply of water will be obtained commensurate with the amount of urbanization to be provided. The possible need for phasing-in urban water supplies is recognized.
2. Any conversion of agricultural water entitlements for the Stewart Tract to urban use must assure the continued availability of water for on-going agricultural use until such time that conversion of lands to urban use is justified.

Application of the above mitigation measures will reduce all impacts to less than significant levels.

Sharpe Depot Contamination Plume

The soil contamination that has occurred at Sharpe Depot and which has crossed under the S.P. Railroad under lands west of the Depot does not pose an adverse impact as long as the drilling of water wells into the affected aquifer continues to be prohibited. No further mitigation is required.

Drainage and Flood Control

Impacts:

1. Within all SPA's, surface water drainage from streets and other paved surfaces will contain petroleum distillates, grease and chemicals that can degrade the quality of receiving waters of the San Joaquin River and its tributaries. These constituents of surface water drainage are picked up from paved surfaces that carry auto and truck traffic, from excessive use of water from landscape irrigation, and from outdoor washing of vehicles and building surfaces. Adverse impacts on fish and wildlife and on downstream users would occur. [significant]
2. Flooding of the Stewart Tract that occurs during periods of heavy rainfall, or that could occur from a break in the levee system, has the potential for serious damage to property and personal injury. [potentially significant]

Mitigation Measures:

1. The special system needed to remove hydrocarbon and other contaminants from surface drainage water prior to disposal to water courses must be addressed in the Drainage System Master Plan to prepared for each sub-plan area. A capability for on-going monitoring of the system(s) will be required.
2. The potential for flooding of the Stewart Tract requires that levees be reconstructed and strengthened to standards of the Corps of Engineers as has already been accomplished for the levee along the east bank of the San Joaquin River. Affected levees will be those along Old River, the west bank of the San Joaquin River and Paradise Cut, which eventually may require reconstruction around the entire Tract to carry out land use proposals of the General Plan. [see measure 3, below].

3. In connection with and in addition to Measure 3, above, a variety of approaches to flood-proofing should be considered to close the gap to floodwater that exists between Old River and Paradise Cut. This middle reach of the Stewart Tract does not have levee protection that crosses the Stewart Tract. Ways must be determined during preparation of the Gold Rush City Specific Plan to assure adequate flood-proofing of Gold Rush City as phased development occurs.

Application of the above mitigation measures will reduce all impacts to less than significant levels.

BIOLOGICAL RESOURCES

Existing Conditions

Most of the Stewart Tract (SPA #3) and part of the westerly area of SPA #2 can justifiably be considered Swainson's hawk territory. There is also the possibility that other rare, endangered or threatened species of animals (and plants) may exist within these SPA's. Important areas of riparian vegetation and some wetlands are present in SPA #3, and a small wetland area exists adjacent on the north to State Route 120 and east of the McKinley Avenue freeway underpass. There has been one historical record of the California tiger salamander being sighted within this latter wetland area next to the freeway.

Fish and Wildlife

Impacts:

Information provided in Parts III and V of this document indicate that the Swainson's Hawk habitat will be adversely affected by development in SPA #3 and by partial development within SPA #2 [see Figure III-6].

1. The principal impact on the Swainson's Hawk will be the loss of foraging and nesting habitat, the consequent abandonment of nesting territories, and relocation of the hawk to other suitable habitat if available. [significant]
2. If suitable nesting territories are not available to support relocation in relation to other Swainson's hawk territories, then there could result a net loss in the hawk population which would further exacerbate the condition of the hawk as a threatened species. [significant]
3. There is the possibility that other species of rare, endangered or threatened species of wildlife exist within the Planning Area, which were not observed during field surveys conducted in February/April, 1991. [potentially significant]
4. Agricultural operations located within, as well as west and south of the Lathrop planning area can adversely impact rare, threatened or endangered species through the removal of crops that provide foraging habitat, by damage to native vegetation due to soil erosion or sedimentation, and pesticide applications that could impact specific species.
5. The fishery of the San Joaquin River and its tributaries is threatened by the potential for contamination by urban runoff and up-stream agricultural drainage.

Mitigation Measures:

1. For the City to be able to adopt and implement a General Plan proposing urbanization within close proximity of known Swainson's hawk nesting sites, it will be necessary for the City to adopt its own Habitat Conservation Plan (HCP), or possible to participate in the HCP for Swainson's hawks being considered by the City of Stockton. Other jurisdictions are also considering participation with Stockton, including Lodi, Tracy and the County of San Joaquin. This approach can allow for reasonable urban expansion while retaining the Swainson's hawk populations in perpetuity.

The concept of a Habitat Conservation Plan is derived from Federal Law and is a required planning document when any activity may result from the incidental "take" of a state listed species.⁶ Although the Swainson's Hawk is not federally listed, the California Department of Fish & Game (DFG) can interpret the California Endangered Species Act (CESA) to allow a predetermined amount of "take" of a state listed species (supported by an HCP) by entering into an agreement with the local governments involved.⁷ The use of an HCP is a planning process that allows for wildlife management and conservation while considering the economic and social values of regional development. It is a vehicle by which the conflicts between conservation and development can be ameliorated. It has the further advantage of establishing a fund to purchase, enhance or manage Swainson's hawk habitats lost to development by assessing fees from developers that will spread the cost of mitigation over a wider economic base. An HCP would provide a clear direction and understanding of the development policy regarding the impacts on a sensitive species and would facilitate a smoother permitting process.

2. Habitat replacement is a mitigation option that can be considered, but there are biological limits to how and where replacement can be adequately applied. The Stewart Tract, along with lands to the north and west, incorporates habitat for what is called the South Delta subpopulation of the Swainson's hawk which is bounded by the San Joaquin River to the east, Old River to the west, Lower Roberts Island to the north and the City of Tracy to the south.

If habitat replacement is to be considered, the areas selected as mitigation sites should be located within the boundaries of the South Delta subpopulation. If land is purchased, or brought into an easement agreement as replacement for impacted areas within the Lathrop planning area, the quality of the habitat should be considered as well as its location. It should include suitable nesting habitat (Estep 1989) and, if agricultural land is being considered, it should be a crop type that Swainson's Hawks will utilize, such as alfalfa.

3. Policies of the Resource Management Element call for habitat retention and habitat enhancement to deal with known and as yet unknown sensitive species of plants and animals. [see Vegetation, Fish and Wildlife Policies in Part V] Additional biological field surveys will be required as part of the Specific Plan preparation process to determine whether any other sensitive species are present.
4. A biological study shall be required for any development project that is determined to have a potential impact upon rare, threatened or endangered species.

⁶ Section 10[a][2][A] of the Federal Endangered Species Act.

⁷ Fish and Game Code Sec. 2081.

5. The City shall aid in the protection of fisheries by reducing the amount of pesticides and fertilizers contained in urban runoff, and by requiring the design of waterway projects to protect fish populations.

Application of either of the above mitigation measures, including the Resource Management policies referred to under #3 will reduce all impacts to acceptable levels.

Riparian Vegetation, Wetlands and Watercourses

Impacts and Mitigation Measures:

There is a potential for damage to existing riparian vegetation, wetlands and watercourses due to urban development. General Plan policies call for the protection of all existing riparian vegetation, wetlands and watercourses. Policies of the Resource Management Element serve as mitigation measures by calling for their preservation and enhancement. [see Part V] Other mitigation measures include:

1. Development projects shall not be permitted which would have the potential for destroying wetlands or marshlands unless a comparable or superior quantity and quality of habitat is provided to compensate for the loss.
2. In addition, the on-going mitigation monitoring program shall provide for the monitoring of habitat restoration and enhancement projects to assure the potential for project success.

NOISE

Existing Conditions, Impacts and Mitigation Measures

The existing noise environment is described in Part III. Policies and standards of the Noise Section of the Hazards Management Element contain adequate description of actual and potential noise impacts and of measures needed to adequately manage noise generation. [see Part VI, Section B - Noise] No further mitigation is required, except as discussed below:

1. The standard of exterior noise in residential areas prescribed in Part VI-B of the General Plan pertaining to Noise is 60 dB (CNEL). However, this standard cannot always be attained effectively because of economic or aesthetic factors of infeasibility. The exterior noise level standard should be applied where outdoor use is a major consideration, such as backyards in single-family housing and common recreation areas in multi-family housing. However, the 60 dB standard should not be required for small decks associated with apartments and condominiums due to the relative lack of use of these decks even in quiet areas.
2. The exterior noise standard for single-event railroad or aircraft noise should be 75 dB (CNEL) because of the intermittent character of such events.

TRANSPORTATION, CIRCULATION AND TRAFFIC

Existing Conditions

Direct access to Sub-Plan Areas #1 and #2 from the freeway system is provided by interchanges located at Roth Rd/I-5, Lathrop Rd/I-5, Louise Ave/I-5, and Yosemite Ave/SR 120. Direct access to SPA #3 is provided by a buttonhook ramp type interchange within the "merge" along I-5 located approximately half-way between the I-5 interchanges with I-205 on the south and SR 120 on the north. Roth and Lathrop Rds., and Louise and Yosemite Aves. are existing Arterial streets which provide connections with the City of Manteca immediately east of Lathrop. Existing peak hour traffic volumes at these interchanges and arterial streets, and along other important streets within the community are shown on Figure VIII-1.

All midblock roadway segments, freeway ramps and freeway sections serving Lathrop are currently operating at acceptable PM peak hour levels of service (LOS) C or better for City streets and LOS D or better for freeway ramps and mainline freeway lanes.⁸ No intersections within the City currently have peak hour volumes exceeding Caltrans signal warrant #11 criteria levels.

Assumptions Underlying Transportation, Circulation and Traffic Impact/Mitigation Analysis

The following assumptions have been made for planning purposes by the 20 year planning horizon of the General Plan. These assumptions reflect the discussion of impacts and mitigation measures required in the form of improvements to the freeway, expressway, arterial and collector street systems. [Note: Projected 20 year peak hour traffic volumes are shown on Figure VIII-2.]

1. Number of lanes on major roadways within the City:

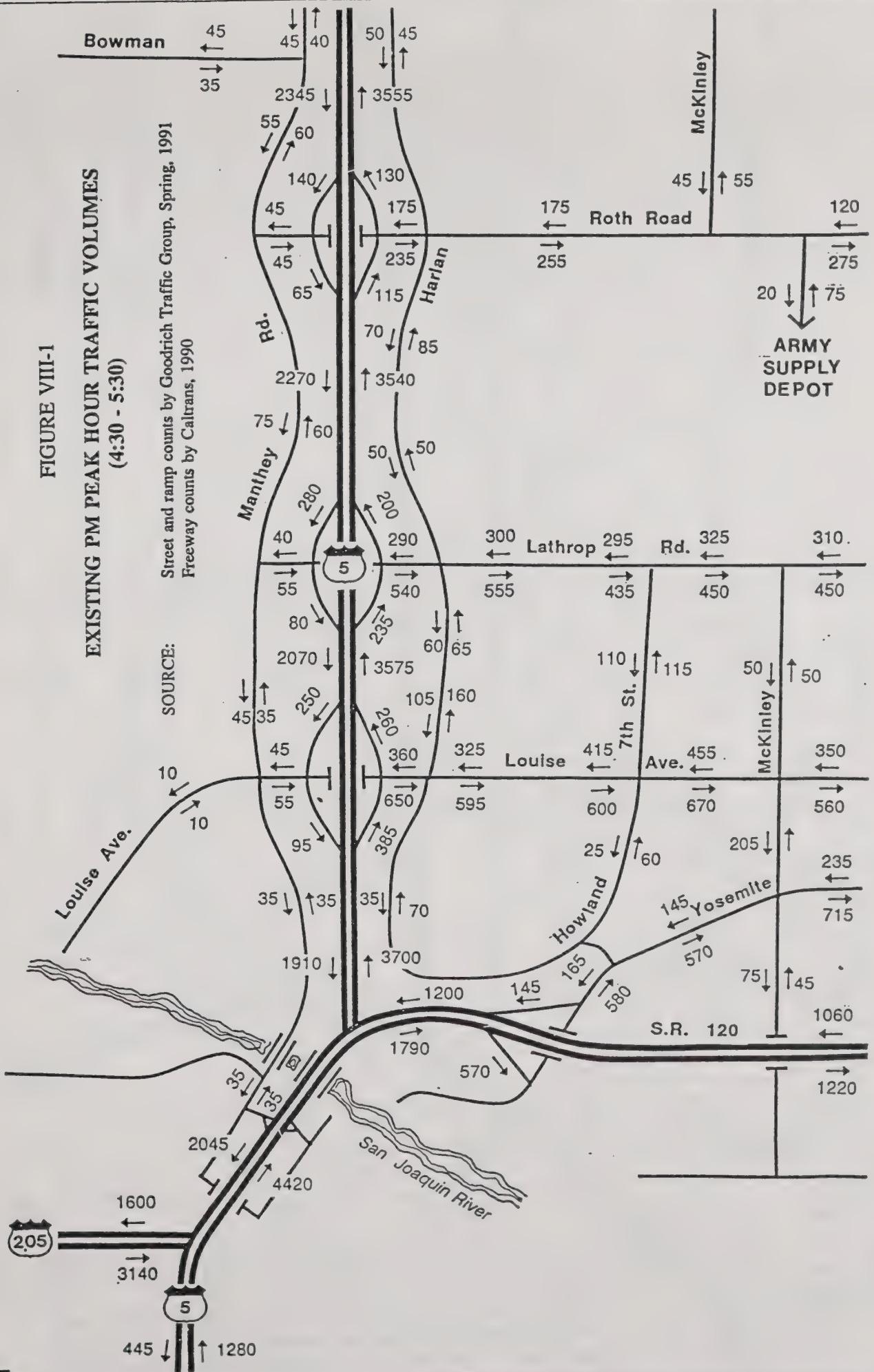
- a. Roth Road - 6 lanes from I-5 east to the Manteca city limits.
- b. Lathrop Road - 4 lanes, from I-5 east to the Manteca city limits.
- c. Louise Ave - 4 lanes, from I-5 east to the Manteca city limits; 6 lanes west of I-5; a new 6-lane expressway west of I-5 (SPA #2), extending southwesterly to Gold Rush City (SPA #3).
- d. Yosemite Ave - 6 lanes from SR 120 to the Manteca city limits.
- e. Harlan Road - 4 lanes
- f. Manthey Road - 2 lanes
- g. McKinley Ave - 4 lanes
- h. Stanford Blvd - New north-south expressway west of I-5 extending from one mile north of Lathrop Rd. (SPA #2) to the Stewart Tract (SPA #3); with four lanes north of and 6 lanes south of Louise Avenue.
- j. Yosemite Ave - A new 4-lane expressway southwesterly from its interchange with SR120 to a point midway along the I-5/SR120 merge to where access under the merge to Gold Rush City is possible.

⁸ Levels of Service are those ranging from A to F as described by the Highway Research Board, where LOS A refers to conditions of free traffic flow between intersections, and LOS F refers to conditions of jammed traffic.

FIGURE VIII-1

**EXISTING PM PEAK HOUR TRAFFIC VOLUMES
(4:30 - 5:30)**

SOURCE: Street and ramp counts by Goodrich Traffic Group, Spring, 1991
Freeway counts by Caltrans, 1990



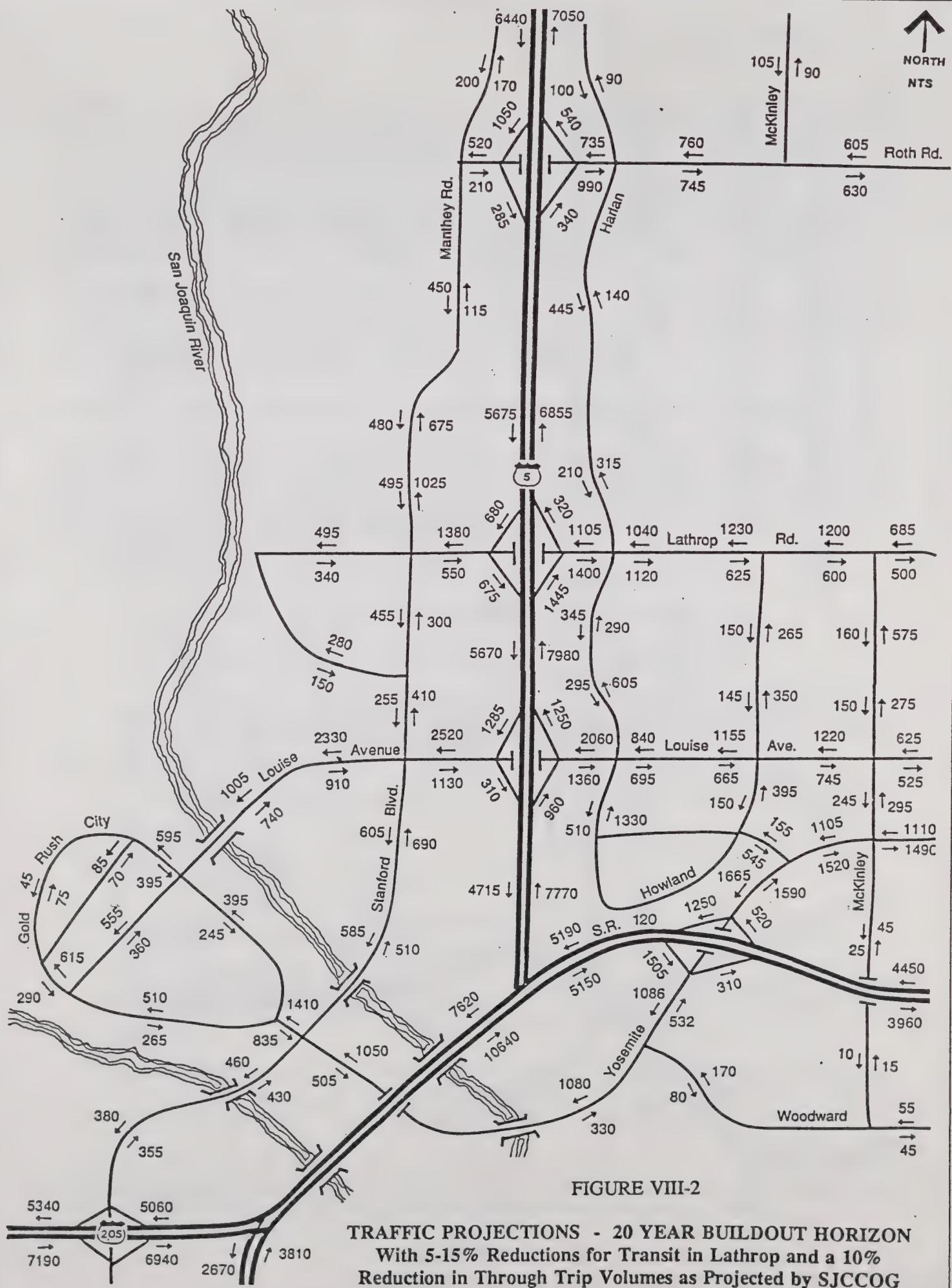
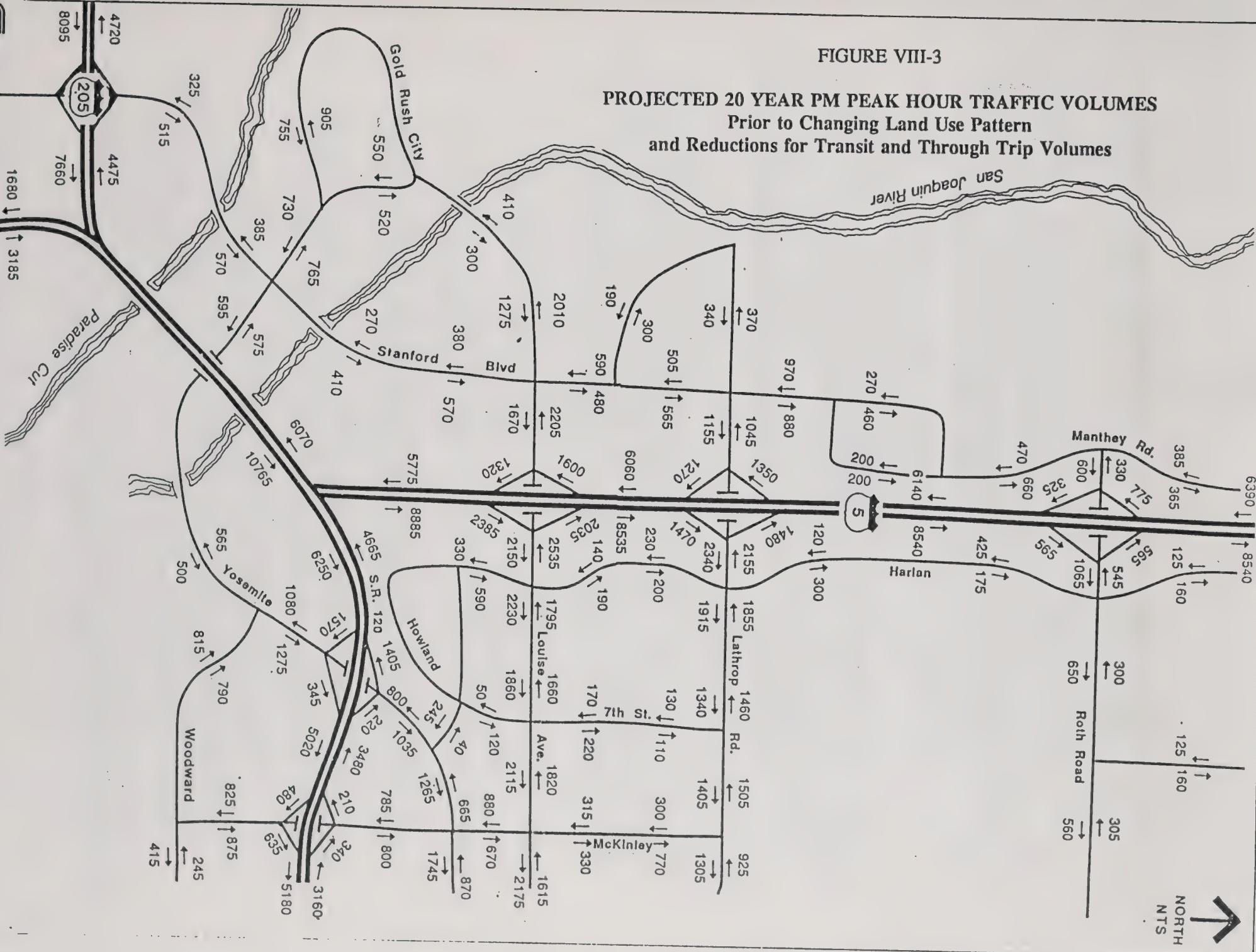


FIGURE VIII-2

TRAFFIC PROJECTIONS - 20 YEAR BUILDOUT HORIZON
With 5-15% Reductions for Transit in Lathrop and a 10%
Reduction in Through Trip Volumes as Projected by SJCCOG

FIGURE VIII-3

PROJECTED 20 YEAR PM PEAK HOUR TRAFFIC VOLUMES
 Prior to Changing Land Use Pattern
 and Reductions for Transit and Through Trip Volumes



2. Improvement of the Yosemite Avenue interchange to include a full set of ramps in both directions.
3. Lanes to be added to the local freeway network:⁹
 - a. I-5 north of SR 120 - An additional 1 lane in each direction, plus an auxiliary lane each direction between interchanges.
 - b. I-5 south of I-205 - No additional lanes. A total of 6 to the 11th Street interchange in Tracy, with 4 lanes south of 11th Street.
 - c. I-205 west of I-5 - An additional 2 lanes in each direction, 8 total, plus an auxiliary lane each direction between interchanges.
 - d. SR 120 east of I-5 - An additional 3 lanes, 6 total, plus an auxiliary lane each direction between interchanges.
 - e. I-5 south of SR 120 and north of I-205 - An additional lane in each direction, 12 total

4. Midblock roadway capacities:

Vehicles per lane per hour (Level of Service E)

a.	Freeway	2000
b.	Expressway	1200
c.	Arterial (no driveways)	900
d.	Arterial (with driveways)	750
e.	Collector	600

5. The percentage by which PM peak hour trips will be reduced by use of transit and TSM measures (e.g., carpools, vanpools, flextime) is assumed as follows:
 - a. Regional through trips will be reduced by 10%.
 - b. Lathrop community trips will be reduced 5%.
 - c. Tourist-related trips generated by Gold Rush City will be reduced by 15%.

These assumptions are considered conservative for the 20 year projection period. It is recognized that transit usage may initially be slower to develop to serve regional traffic demands as compared to demands generated within Lathrop and by Gold Rush City because of the more

⁹ These are the maximum lane additions considered feasible by District 10 Caltrans staff.

complex requirements for intergovernmental and private sector participation to develop an effective regional transit capability.

Freeways

As described in Part I, the land use proposals of the General Plan have been modified from those previously proposed as part of the Draft General Plan and EIR. This has had the effect of reducing the traffic impacts of the Plan on the freeway system. The extent to which these impacts have been lessened is described under both of the sub-sections on Impacts and Mitigation Measures, below.

Impacts:

An important policy of the Transportation/Circulation/Traffic section of the General Plan is to protect "...the through traffic functions of Interstate and State Route freeways serving the Lathrop area by planning expressway and arterial street alignments which will avoid the need or desire to utilize freeway sections for short, local area interval trips as if they were elements of the local expressway/arterial system." This policy has been met by a combination of land use and circulation changes that substantially reduce dependence on the freeway system.

The differences between previously projected traffic volume impacts and those currently projected can be made by comparing the volumes shown on Figure VIII-3 with the new projections of Figure VIII-2. The actual percentage of total traffic volume which local traffic will represent of regional traffic on the freeways is shown on Figure VIII-4. These percentages are important to determining the reasonable basis for the extent to which freeway traffic generated by Lathrop development may have financial responsibility for improvements to the freeway system over the next 20 years. It should be noted that these percentages also include employees working within Lathrop who live outside the City.

1. Interstate 5 north of the SR 120 connection will operate below capacity with regional and Lathrop generated. [less than significant]
2. I-5 south of the I-5/I-205 connection will provide acceptable operation with its existing 6 travel lanes. [less than significant]
3. I-205 west of the I-5/I-205 connection will be operating below capacity in both directions during the PM peak traffic hour with expansion from 4 to 8 lanes. [less than significant]
4. The SR 120 freeway from the I-5/SR 120 connection to the Yosemite Avenue interchange will be operating below capacity in both directions during the PM peak traffic hour with expansion from 3 to 6 lanes. [less than significant]
5. The freeway merge area between the I-5/I-205 and I-5/SR 120 connections after expansion will be operating just under capacity in the northbound direction. [potentially significant]

Mitigation Measures:

1. Promote measures that significantly increase local and regional transit and its ridership as well as reduce dependence on the auto. The target for transit usage shall be greater than the percentage assumptions of such usage built into the traffic projections shown on Figure VIII-2.

* Includes employees working
in Lathrop who don't live in
Lathrop

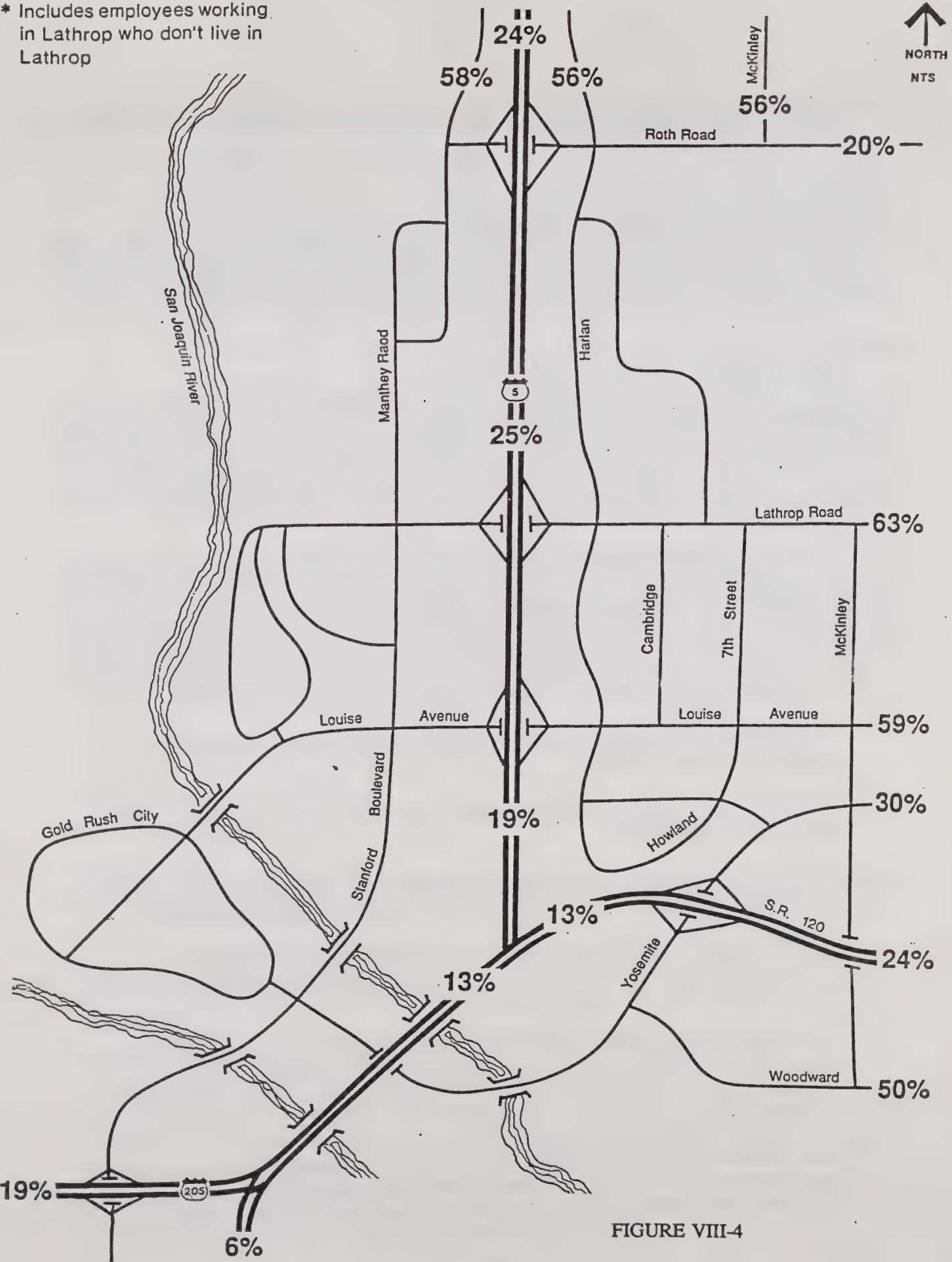


FIGURE VIII-4

LATHROP TRAFFIC AS A PERCENTAGE OF TOTAL *
PROJECTED 20 YEAR P.M. PEAK HOUR VOLUMES

2. Develop an expressway system parallel to and north of I-205 in the Tracy area that would connect with the southerly extension of the Stanford Blvd. Expressway into Gold Rush City and the westerly extension of this expressway from Gold Rush City parallel to I-205. This parallel facility would also be connected with the Louise Avenue expressway when extended westerly through Gold Rush City to one or more interchanges that may be required with I-205.
3. The extent to which Lathrop generated traffic will add to regional traffic demand will require fair-share contributions in the form of traffic impact fees from residential, commercial, and industrial development in order that freeway lane and interchange improvements can be made in anticipation of need. The formula developed must take reasonable account of continued growth in regional traffic that would occur without significant new traffic generation from Lathrop to avoid disproportionate fee amounts.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

Expressways and Interchanges

Impacts:

1. The Roth Road interchange will not work acceptably with the existing roadway and ramp configurations. [significant]
2. Roth Road will function acceptably as a 4- or 6-lane facility. [less than significant]
3. The existing Lathrop Road interchange will be adversely impacted due to unacceptable levels of service at the ramp intersections. [significant]
4. Lathrop Road will operate acceptably as a 4-lane facility east of Harlan Road. [less than significant]
5. Stanford Blvd. north of Lathrop Road to one mile north of Lathrop Road will function acceptably as a 4-lane facility, and then as a 2-lane facility before transitioning easterly to Manthey Road (frontage road). [less than significant]
6. Stanford Blvd. will function acceptably as a 4-lane facility north of Louise Avenue. [less than significant]
7. The Louise Avenue interchange will be adversely impacted due to unacceptable levels of service at the ramp intersections. [significant]
8. A 4-lane Louise Avenue east of I-5 will be operating under capacity in the eastbound direction during PM peak hour traffic conditions. [less than significant]
9. A 6-lane Louise Avenue west of I-5 to Gold Rush City will be operating at acceptable levels. [less than significant]
10. A 6-lane Stanford Blvd. south of Louise Avenue will be able to accommodate the traffic demand of Gold Rush City at an acceptable level of service. [less than significant]

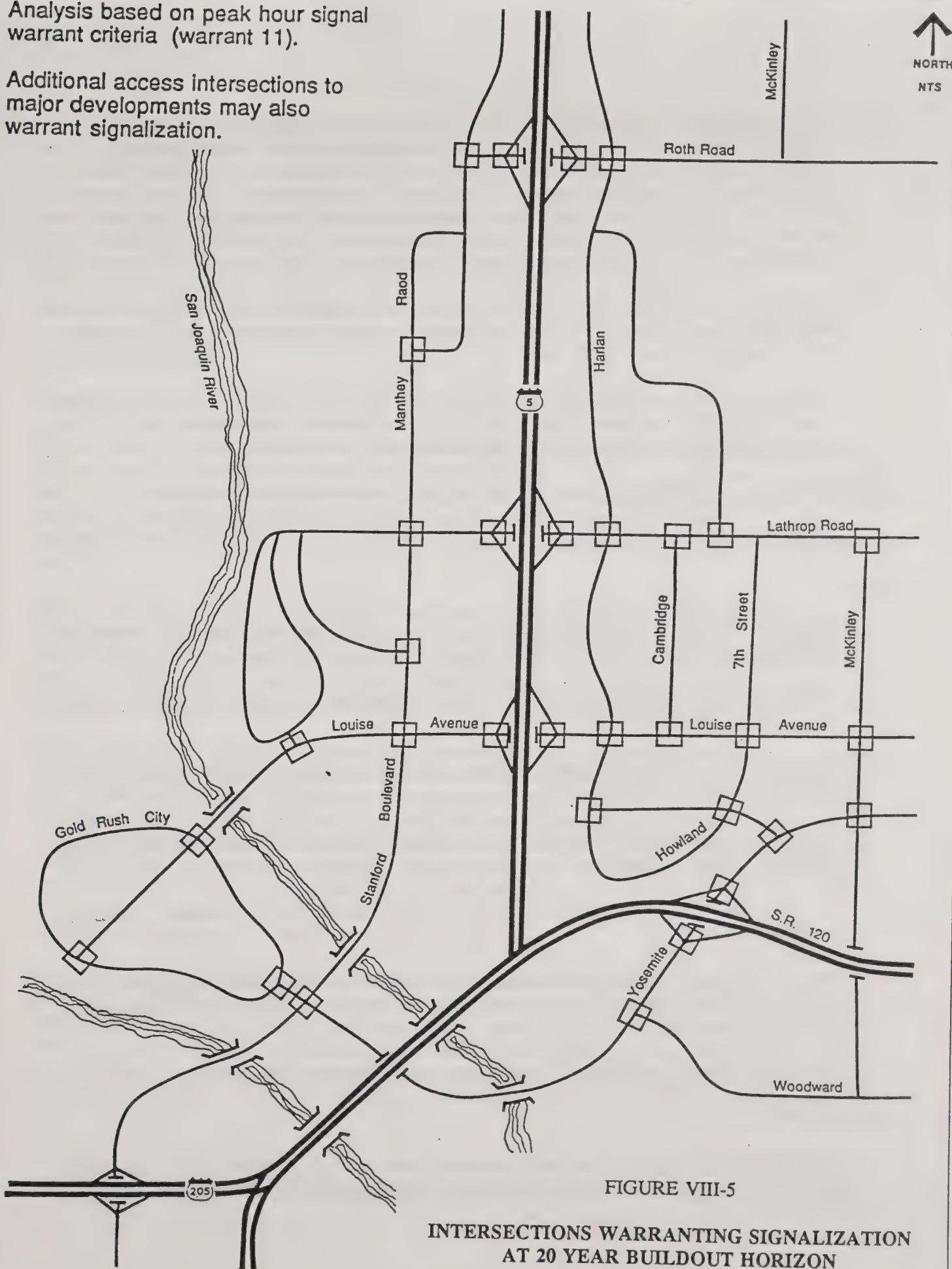
11. A 6-lane Yosemite Avenue west of McKinley Avenue will be operating under capacity in both directions during the PM peak traffic hour [less than significant]. A 4-lane facility would be operating over capacity near SR 120 in the peak traffic direction [significant], and near capacity at all other locations west of SR 120. [less than significant].
12. Access to Gold Rush City can be provided adequately on an interim basis via the Louise Avenue interchange with I-5, even before interchange reconstruction. [less than significant]
13. The Yosemite Avenue interchange will be adversely impacted due to unacceptable levels of service at the ramp intersections. [significant]

Mitigation Measures:

1. A 4-lane facility will be required to serve Gold Rush City from the south via a new interchange with I-205 or reconstruction of the Pioneer Road grade separation as an interchange.
2. A 4-lane facility will be required to serve Gold Rush City from the east (as a southwesterly extension of Yosemite Avenue to the existing underpass of the I-5/SR 120 merge).
3. The Yosemite Avenue interchange will require reconstruction (in addition to ramp additions to be provided as part of the SR 120 widening project to be completed by 1997) in order to provide acceptable operation.
4. The Roth Road interchange will require additional off-ramp lanes to increase capacity at the ramp intersections with Roth Road.
5. The Lathrop Avenue interchange will require reconstruction, including additional ramp lanes to adequately increase capacity.
6. Right-of-way preservation and acquisition will be necessary to assure future capability for grade separations of the Southern Pacific and Union Pacific rail lines by Roth Road.
7. Right-of-way preservation and acquisition will be necessary to assure future capability for a grade separations of the S.P. and U.P. Railroad lines by Lathrop Road.
8. The Louise Avenue interchange will require reconstruction, including additional ramp lanes to adequately increase capacity.
9. For purposes of more detailed traffic planning and roadway design required in the preparation of Specific Plans, it is a matter of overriding concern that Louise Avenue and its interchange with I-5 be de-emphasized in favor of the Lathrop Road, Roth Road and Yosemite interchanges, along with the improvement of Airport Way to 6 lanes between Roth Road and SR 120, and use of City surface streets and expressways.
10. City policy should preclude or at least greatly limit new driveway connections to Louise Avenue, and eliminate and/or consolidate existing connections where possible. Parking should be prohibited. These measures would increase midblock capacities from about 750 to about 950 vehicles per lane per hour.

Analysis based on peak hour signal warrant criteria (warrant 11).

Additional access intersections to major developments may also warrant signalization.



INTERSECTIONS WARRANTING SIGNALIZATION AT 20 YEAR BUILDOUT HORIZON

11. Right-of-way preservation and acquisition will be necessary to assure the future capability for a full or partial interchange at I-5 and Squires Road at the half-way point between Roth and Lathrop Roads. While this need extends beyond the 20 year planning horizon, the option for the future will be lost if not considered as part of the General Plan at this time. In order to minimize impacts on lands that are expected to develop early in residential use east of I-5, the reservation of land needed in the future should be made a consideration of the Country Squire subdivision proposed east of I-5 on either side of Squires Road.
12. Right-of-way preservation will be necessary to assure the capability of extending a 6-lane Stanford Blvd. Expressway north to Roth Road and beyond to connect eventually with I-5 interchanges within Stockton's sphere-of-influence.
13. Traffic impact fees will be required to off-set the off-site costs associated with improving Roth Road, Lathrop Road and Louise Avenue east of I-5, and Yosemite Avenue east of SR 120. Costs should be distributed between Lathrop and Manteca on a fair-share basis.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

Arterials and Collectors

Impacts:

1. Manthey Road will function acceptably as a 2-lane facility north and south of Roth Road, assuming turn lanes are provided at intersections. [less than significant]
2. Harlan Road will function acceptably as a 2-lane or 4-lane facility both north and south of Roth Road. [less than significant]
3. All north-south roadways connecting Lathrop Road to Louise Avenue will be operating at good levels of service. [less than significant]
4. All north-south roadways between Louise Avenue and SR 120 will be operating at good levels of service. [less than significant]
5. A 2-lane Woodward Avenue will be operating under capacity at all locations. [less than significant]
6. Some of the roadways in the planned residential area north of Lathrop Road could act as short cut routes for traffic that normally would be expected to travel on Lathrop Road and Harlan Road. [potentially significant]
7. About 31 intersections within the City will warrant signalization (see Figure VIII-5). [significant]

Mitigation Measures:

1. Require arterial and collector street improvements as a condition of development approval as development occurs, and so as to assure that street improvements will be continuous rather than intermittent.

2. The circulation system for the planned residential area north of Lathrop Road should be planned so as to either discourage through traffic or provide a direct through traffic route designed to accommodate traffic volumes higher than normal for the new residential area involved.
3. Provide signalization of the intersections shown on Figure VIII-5.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

AIR QUALITY

Existing Conditions

Climate:

The climate of California is dominated by the Pacific Ocean and the presence of a large-scale atmospheric high pressure cell (commonly known as the Pacific High) over the Pacific's eastern reaches. Because of the marine influence, coastal areas of the State experience mild winters, cool summers, small daily and seasonal temperature ranges, and high relative humidity. Interior regions, including the project area, experience more extreme variations of daily and seasonal temperatures and generally lower relative humidity.

Important climatic influences accrue from the seasonal mobility of the Pacific High. Moving northward in the summer, it diverts westward-moving storm fronts far north of the State. Thus, California receives little or no precipitation during this period. In winter, the Pacific High retreats southward, permitting storms to swing into and across the State. These storms bring widespread, moderate precipitation, typically over a period of from 2 to 5 days, followed by from 7 to 14 days of dry weather.

The Pacific High also has an important effect on the vertical motion of the air over California. During the late spring, summer, and early fall, descending warm air from the Pacific High blankets a cooler layer of air closer to the ground. This large-scale temperature inversion inhibits upward mixing from the atmosphere's surface layers. Although this overall behavior is much less pronounced in winter, smaller-scale inversions commonly form when surface layers of air are cooled by contact with the ground (valley floors in mountainous areas of the State are especially susceptible to this regime). Temperature inversions play a major role in inhibiting the dispersion of air pollutants.

Regulations Governing Air Pollutants:

Criteria Pollutants. The 1970 Clean Air Act gave the U.S. Environmental Protection Agency (EPA) the authority to set federal ambient air quality standards to protect public health and welfare. It also required that these federal standards be designed to protect people most susceptible to respiratory distress, such as asthmatics, the elderly, very young children, people already weakened by illness, and persons engaged in strenuous work or exercise (all termed "sensitive receptors"). Pollutants subject to federal ambient standards are referred to as criteria pollutants because the EPA publishes criteria documents to justify the choice of standards.

Currently, most of the effort to improve air quality in the United States is directed toward the control of five criteria pollutants: photochemical oxidants (ozone), carbon monoxide (CO), suspended particulate

matter¹⁰, nitrogen dioxide (NO_2), and sulfur dioxide (SO_2). Fifteen years ago, suspended particulate lead would have been included in this list but today the widespread availability and use of unleaded gasoline has effectively eliminated lead as a pollutant of widespread concern.

The federal and State standards (the latter established in California starting in 1969, pursuant to the Mulford-Carrell Act), shown in Table VIII-1, are thought to provide sensitive receptors with adequate protection during the given exposure times from the adverse health effects detailed in Table VIII-2.

The 1977 Clean Air Act Amendments (passed after many states failed to meet the Clean Air Act's five-year deadline for achieving the federal standards) required that each state identify areas within its borders that did not meet federal standards (termed non-attainment areas) and devise a State Implementation Plan (SIP), subject to EPA approval, which would guarantee attainment no later than the end of 1987. The Clean Air Act Amendments did not specify what course of action should be undertaken by the EPA if states failed to meet the 1987 attainment deadline.

Many states did not meet the 1987 deadline and continue to experience violations of federal air quality standards. After 1987, the EPA could have imposed sanctions in non-attainment areas (e.g., prohibiting the construction of major air pollution sources, withholding federal funds for transportation and sewage treatment projects, etc.), but chose to wait for Congress to amend the Clean Air Act.

The 1990 Clean Air Act Amendments represent a major revision of the original statute. They specify new strategies for attaining federal air quality standards including: mandatory 3% annual reductions of air pollutant emissions in areas exceeding federal standards, the requirement that new stationary sources of air pollutants must more than offset their emissions (1.2 tons of offsets for every ton of pollutant emitted), the scheduled introduction of low-emitting cars and trucks into the motor vehicle fleet, and the development of alternatives to the private automobile as the primary means of transportation.

The 1988 California Clean Air Act will require an even more vigorous parallel effort toward attainment of State air quality standards, which in many cases (e.g., ozone) are more strict than the federal standards. It mandates air pollutant reductions amounting to 5% annually in areas exceeding State standards, permits no net increase in pollutant emissions from any new stationary source regardless of how small it is, requires significant replacement of conventional gasoline-powered automobiles over the next 20 years by models running on cleaner fuels, and promotes mass transit and carpooling as strategies to reduce pollutant emissions.

Toxic Air Pollutants. In addition to the major criteria air pollutants, many other substances are known or suspected to be highly injurious to human health. Their adverse health effects can manifest themselves either as acute, debilitating symptoms after a short-term heavy dose or by the development of various cancers after long-term low-level exposure. The EPA has established a list of over 400 "extremely hazardous" substances and has promulgated emission standards (known as National Emissions Standards for Hazardous Air Pollutants or NESHAPS) for nine of these compounds (i.e., arsenic, asbestos, benzene, beryllium, cadmium, coke oven emissions, mercury, radionuclides, and vinyl chloride). California has designated several substances as "toxic air contaminants" (i.e., asbestos, benzene, cadmium, chromium,

¹⁰ The standard for particulate matter was originally applied to particulates of any diameter, termed "total suspended particulates" or TSP. The standard has been changed recently to apply only to particulates less than 10 microns in diameter, termed PM_{10} .

dioxin, ethylene dichloride, and ethylene dibromide) and is reviewing about 40 others under the process established by AB 1807 (Tanner).

Although no federal or State ambient air quality standards have been set for toxic air pollutants, a recently passed State law, AB 2588, the Air Toxics "Hot Spot" Information and Assessment Act of 1987, requires the gathering of information on airborne compounds that may pose an acute or chronic threat to public health. The Act specifies that each local Air Pollution Control District determine which facilities must prepare a health risk assessment. This assessment must include a comprehensive analysis of the dispersion of hazardous substances in the environment, the potential for human exposure, and a quantitative assessment of both individual and population-wide health risks associated with those levels of exposure.

Regional and Local Air Quality Problems

Regional. Ozone is the most severe air quality problem in the State. Unlike many other air pollutants, ozone is not emitted directly into the atmosphere, but is produced therein by sunlight-enhanced reactions between hydrocarbons (HC) and nitrogen oxides (NO_x). Large areas of the San Joaquin Valley suffer from high ozone levels. Population, industrial, and agricultural centers there emit ozone precursors in great quantities and dispersion is limited by surrounding mountain ranges and strong summertime temperature inversions.

Carbon monoxide (CO) is a non-reactive pollutant with one major source, motor vehicles. Thus, ambient CO distributions closely follow the spatial and temporal distributions of vehicular traffic. CO levels are highest in the State's urban areas during the winter months, when nocturnal temperature inversions limit dispersion during peak commute hours. Interior areas are more susceptible to the formation of winter inversions than coastal areas. CO standard violations are not uncommon in many cities of the San Joaquin Valley because of the high concentration of motor vehicle traffic. In contrast, CO levels in rural areas are invariably much lower because traffic volumes are lower.

Problems with suspended particulates are widespread in California. Many rural areas have a high natural particulate background as a result of soil particles carried by the wind. Human activities can add significant amounts of particulates to the air through plowing and the burning of field waste in rural areas, and through fuel combustion and the suspension of dust by motor vehicles and construction equipment in urban areas. Ambient particulate concentrations in the San Joaquin Valley are frequently high enough to violate State standards and reduce visibility.

Nitrogen dioxide (NO_2) is the most abundant form of ambient NO_x . The major sources of NO_x , compounds which have an important role in the formation of ozone, are vehicular, residential, and commercial fuel combustion. The NO_2 standard is currently being met throughout the San Joaquin Valley. The refining of high sulfur oil or the burning of high sulfur fuels are the major sources of ambient SO_2 . The SO_2 standard is currently being met throughout the State.

Local. Table VIII-3 summarizes the highest measured criteria pollutant concentrations and the frequency of standard violations at monitoring stations in San Joaquin County. Ozone data from Stockton clearly illustrates the degree to which the Valley suffers from ozone. Experience has shown that areas affected by high ozone concentrations are typically many square miles in extent. Therefore, the Lathrop Planning Area should be exposed to about the same levels of ozone as recorded in Stockton.

TABLE VIII-1
FEDERAL AND STATE AMBIENT AIR QUALITY STANDARDS

POLLUTANT	Averaging Time	Federal Primary Standard	Federal Secondary Standard	California Standard
Ozone	1-hour	0.12 ppm ¹¹	0.122 ppm	0.09 ppm
Carbon Monoxide	1-hour 8-hour	35.0 ppm 9.0 ppm	35.0 ppm 9.0 ppm	20.0 ppm 9.0 ppm
Nitrogen Dioxide	1-hour Annual	---	---	0.25 ppm ---
Sulfur Dioxide	1-hour 24-hour Annual	---	---	0.5 ppm 0.05 ppm ---
Suspended Particulates ¹²	24-hour Annual	150 ug/m ³ ¹³ 50 ug/m ³	---	50 ug/m ³ 30 ug/m ³

¹¹ ppm = parts per million

¹² State and Federal standards are for particulate material less than 10 microns in diameter.

¹³ ug/m³ = micrograms per cubic meter

TABLE VIII-2
HEALTH EFFECTS SUMMARY OF THE CRITERIA AIR POLLUTANTS

POLLUTANT	Adverse Effects
Ozone	<ul style="list-style-type: none"> - eye irritation; - respiratory function impairment
Carbon Monoxide	<ul style="list-style-type: none"> - impairment of oxygen transport in the bloodstream, increase of carboxyhemoglobin - aggravation of cardiovascular disease - impairment of central nervous system function - fatigue, headache, confusion, dizziness - can be fatal in the case of very high concentrations in enclosed places
Sulfur Dioxide	<ul style="list-style-type: none"> - aggravation of chronic obstructive lung disease - increased risk of acute and chronic respiratory illness
Nitrogen Oxide	<ul style="list-style-type: none"> - risk of acute and chronic respiratory disease
Suspended Particulates	<ul style="list-style-type: none"> - increased risk of chronic respiratory disease with long exposure - altered lung function in children - with SO₂, may produce acute illness - particulate matter 10 microns or less in size may lodge in and/or irritate the lungs

Stockton, San Joaquin County's largest city, clearly experiences occasional violations of the eight-hour CO standard. But the problem can be expected to be much less severe in more rural areas of the County. CO levels should be lower in outlying areas near Lathrop.

State PM₁₀ standard violations have been recorded in Stockton. Since the Lathrop planning area is located in an area which experiences a dry climate, naturally produced particulates, when added to anthropogenic emissions from nearby cities and roadways, probably contribute to a generally high PM10 levels. Pesticides sprayed in agricultural areas in the vicinity of the project also can be considered local sources of air pollution.

State and Local Air Quality Control

The California Air Resources Board (CARB) has ultimate jurisdiction over all air pollution control programs in California. The CARB monitors air quality throughout the State, limits allowable emissions from vehicular sources, and serves as the official liaison with the federal government. The CARB has divided the State into many air basins (i.e., areas which share similar pollutant problems and climatic conditions) and has delegated significant authority for air quality control within them to local Air Pollution Control Districts (APCDs) or multi-county Air Quality Management Districts (AQMDs).

In recognition of the common topographical and meteorological factors which link air quality problems of the eight Valley counties (in north-to-south order: San Joaquin, Stanislaus, Merced, Madera, Fresno, Tulare, Kings, and Kern), the eight counties have joined together as the San Joaquin Valley Unified Air Pollution Control District (SJVUAPCD). The District's main instrument of air quality control has been the requirement that all significant stationary sources (as defined in their rules and regulations) operate under APCD-issued permits. However, the APCD is now in the final stages of drafting a Valley-wide Air Quality Attainment Plan (AQAP), as mandated by the California Clean Air Act. This Plan is expected to give the APCD significant new power to limit the growth of emissions from transportation sources. The document is currently under review as of this writing.¹⁴

Air quality problems in the San Joaquin Valley have been classified as "severe" because attainment and maintenance of the ozone and CO standards could not be predicted by the end of 1977. With this classification, the California Clean Air Act requires the implementation of all feasible measures to reduce emissions. Ozone precursor emissions are to be reduced by 5% per year, based on 1987 emission levels. The Plan presents specific County-by-County targets for CO emissions reduction based on the 5% per year reduction requirement and linear rollback, as appropriate. Despite the number of specific emissions reduction measures of the Plan, the measures are not predicted to achieve the goal and the Plan calls for additional emissions control measures at State and Federal levels.

Impacts

Project air quality impacts comprise two categories: temporary impacts due to project construction and long-term impacts due to project operation. Impacts in each category can be classed as having effects on regional and/or local scales.

¹⁴ Telephone communications on 7/12 and 7/17/91 with Louis Chiu, Air Quality Planner, San Joaquin Unified Air Quality Maintenance District, Stockton, CA.

TABLE VIII-3
AIR POLLUTANT DATA SUMMARY¹⁵
 Stockton-Hazelton (STKH), Stockton-Mariposa (STKM)

POLLUTANT	1987		1988		1989	
	STKH	STKM	STKH	STKM	STKH	STKM
Ozone:						
Highest 1-hour Days > 0.09 ppm	0.12 10	0.16 53	0.13 18	0.13 29	0.11 3	0.12 7
Days > 0.12 ppm	0	1	1	3	0	0
Carbon Monoxide:						
Highest 1-hour Days > 20.0 ppm	15.0 0	NM NM	14.0 0	NM NM	12.0 0	NM NM
Highest 8-hour Days > 9.0 ppm	7.6 0	NM NM	11.0 0	NM NM	9.8 1	NM NM
Nitrogen Dioxide:						
Highest 1-hour Days > 0.25 ppm	0.10 0	NM NM	0.11 0	NM NM	0.13 0	NM NM
Sulfur Dioxide:						
Highest 24-hour Days > 0.05 ppm	0.017 0	NM NM	0.011 0	NM NM	.007 0	NM NM
Particulates:						
Highest 24-hour Days > 50 ug/m ³	158 22	NM NM	153 13	NM NM	146 18	NM NM
Annual Average:						
Year > 30 ug/m ³	44 Yes	NM NM	61 Yes	NM NM	45 Yes	NM NM

NM = not monitored

¹⁵ Air Quality Data, Summaries, 1987-1989, California Air Resources Board

Construction Impacts:

Regional and Local. Construction activities would create a temporary increase in dust emissions and, therefore, temporarily increase ambient particulate concentrations near each construction site. Earth-moving equipment generates dust during clearing, excavation and grading. Construction vehicle traffic on unpaved surfaces also increases dust, as would wind blowing over exposed earth surfaces. [potentially significant]

It is not possible to estimate accurately the particulate concentrations that would occur at or adjacent to the construction sites because such concentrations are very sensitive to local meteorology and topography and to variations in soil silt and moisture content. However, measurements taken by the EPA provide a rough indication of the amount of particulate emissions expected. These measurements indicate that approximately 1.2 tons of dust are emitted per acre per month of construction activity. Much of this dust is comprised of large particles (i.e., diameter greater than 10 microns) which settle out rapidly on nearby horizontal surfaces and are easily filtered by human breathing passages. Most of the dust generated by construction is, therefore, of concern more as a soiling nuisance rather than for its unhealthful impacts.¹⁶ [less than significant]

The remaining fraction of small particulates (i.e., diameter less than 10 microns, termed PM₁₀) might be sufficient to violate the Federal and State 24-hour average PM₁₀ standard in the vicinity of construction. Any violations of the PM₁₀ standard would be considered significant adverse impacts. Unless mitigation measures were implemented, elevated levels of PM₁₀ would remain as long as construction continues. [significant]

Construction vehicles/equipment and worker commute vehicles would emit exhaust at the construction sites, thereby contributing to the regional pollutant totals. Because vehicle/equipment emissions would be relatively small in comparison to operational emissions, they would not be significant on the regional scale, but spot violations of the CO standards may occur in the vicinity of heavy equipment use. Any violations of the CO standard would be considered [significant]. Odors of construction equipment exhaust would probably be noticeable in the environs of the project site for the duration of construction. [less than significant]

Operational Impacts:

Regional. After the development of the project, emissions from vehicles associated with project operation and from new stationary sources of air pollutants add to County totals. As previously mentioned, ROG and NO_x are chemical precursors to ozone. As shown in Table VIII-4, ROG and NO_x emission increments generated in the Lathrop Planning Area would be 0.95% and 2.5%, respectively of the Countywide ROG and NO_x emissions. For the San Joaquin AQMD as a whole, these emissions of ROG and NO_x would constitute 0.11% and 0.27% of valleywide totals, respectively. [significant]

In addition to the emissions from project generated vehicular travel, the project would involve industrial development. At this point there is no way to estimate future emissions from such development because no information is available about specific industries which might locate within the project area.

¹⁶ Compilation of Air Pollutant Emission Factors, AP-42, Third Edition, U.S. Environmental Protection Agency, October, 1980.

TABLE VIII-4

COMPARISON OF 2010 PROJECT EMISSIONS WITH COUNTY INVENTORY
 [In Tons/Day]

POLLUTANT	Planning Area	Countywide	% Plan Area of County	Valley Total	% Project of Valley
CO	7.8	264	3.0%	---	---
NOx	1.6	65	2.5%	597	0.27%
TOG	0.8	84	0.95%	697	0.11%

Note: Project emissions were calculated using the CARB computer model URBEMIS3. Countywide emissions were obtained from CARB source inventories.

TABLE VIII-5

WORST-CASE CARBON MONOXIDE CONCENTRATIONS AT SELECTED LOCATIONS
 [In PPM]

LOCATION	Averaging Time	Existing 1991	Planning Area 2011
I-5/Roth Rd.	1-hour	11.3	8.5
	8-hour	7.7	6.0
I-5/Louise Ave.	1-hour	13.2	9.7
	8-hour	9.0	6.8
I-5/I-205	1-hour	12.5	10.2
	8-hour	8.6	7.1
Background	1-hour	6.0	6.0
	8-hour	4.0	4.0
Standards	1-hour	20.0	20.0
	8-hour	9.0	9.0

Note: The tabulated concentrations are the sums of a background component, which includes the cumulative effects of all CO sources in the vicinity of the Lathrop Planning Area, and a local component, which reflects the effects of vehicular traffic on roadways in the vicinity of the intersection. Future background components were obtained by reviewing CO monitoring data from the nearest CARB/APCD monitoring stations. Local components were obtained by using the CALINE4 air quality model. EMFAC7EP vehicular emission rates, traffic data obtained from the Goodrich Traffic Group and parameters characteristic of worst-case dispersion meteorology in the San Joaquin Valley were used as input to the model. The most effective means of reducing ozone impacts is a reduction in the number of vehicle trips generated by such transportation control measures as increased use of public transit, carpooling, vanpooling and biking. Reducing the size of the project or altering its trip generating characteristics would also be effective. Improving traffic flow without increasing volume would also reduce vehicular emissions.

[Note: Generalized emission rates developed by the Bay Area AQMD have been referred to only as background information, since there is no feasible way to incorporate these rates into the analysis.]

Because the project's contribution to the total ROG and NO_x in the Valley is less than one half percent of the total for the air basin (not counting potential stationary source emissions), it is possible that the project would produce an increase in ozone which would be too small to measure accurately. However, some increase would be expected. Given the existing ozone problems in the area, and the regulatory requirement to produce a 5% per year reduction in air pollution, the adverse impact would be [significant]. Local Project traffic has the potential for affecting air quality on the local scale, especially CO levels near heavily traveled roadways. CO concentrations were estimated for existing traffic conditions, and future traffic conditions as specified in the previous transportation/circulation/traffic section of this EIR. CO concentrations were calculated by separately estimating the background and local CO components for each case. The components were then added to obtain the total CO concentration.

Table VIII-5 shows the worst-case curbside concentrations at three locations where project traffic is expected to have the greatest impact. Concentrations at other locations would be lower. It is noteworthy that concentrations at I-5/Lathrop Rd. would be similar to those at I-5/Louise Ave.

The modeling results summarized in Table VIII-5 shows that CO standards are being approached, but not exceeded, under current conditions at the modeled locations. CO concentrations in the year 2011 would be lower, largely because of anticipated improvements in vehicular emission rates. Even though traffic volumes will increase, the reduction in emission rates would still produce an overall improvement in CO concentrations. Since no future violations of CO standards are predicted to occur, no adverse impacts should result.

Toxic and odor emissions may occur from agricultural operations surrounding the site and from the R&D/industrial components of project. Toxic agents from these industrial uses would be carried toward the project site by the local winds. As for surrounding agricultural operations, pesticides used on nearby fields could drift into developing areas. Emissions of toxic air pollutants and odors would be considered significant adverse impacts on sensitive receptors within the project site. [significant]

Mitigation Measures

1. Dust emissions related to construction can be reduced approximately 50% by watering exposed earth surfaces during excavation, grading and construction activities. All construction contracts should require watering in late morning and at the end of the day; the frequency of watering should increase if wind speeds exceed 15 mph.
2. An effective means of reducing ozone and CO air quality impacts is a reduction in the number of vehicle trips generated by the project. Those transportation control measures which would increase use of public transit, carpooling, van pooling, and bicycling would reduce the air quality impacts. However, considering the magnitude of the project's air pollutant emissions, the only effective way to assure that adverse impacts to ozone and CO levels do not occur would be to reduce the size of the project.
3. It is possible that federal or state mandated controls on vehicular emissions may reduce the level of air pollution emissions from motor vehicles below the levels assumed in this analysis. This issue was addressed by the 1988 California Clean Air Act. Since promulgating requirements for

lower polluting vehicles is beyond the authority of the project developer or the local Air Quality Management District, no additional improvements beyond those mandated by current regulations have been assumed in this analysis. If they occur, better air quality than estimated here will result.

4. All industrial uses which may emit significant quantities of criteria or toxic pollutants should be covered by AQMD permits. Industrial sources should be required to provide Best Available Control Technology or suitable emission offsets in order to minimize their contribution to regional air pollution totals. Further, it is possible to limit the kinds of industrial activities to be located on the site to those which produce relatively low emissions. This should be done wherever feasible.
5. APCD and State rules governing the application and use of pesticides should be followed. It should be noted that the newly formed APCD is in the process of developing strategies for reducing air pollution in the project area by 5% per year. Future developments would be required to be in compliance with air quality regulations at the time the development is undertaken, i.e. regulations which have not yet been promulgated.

The following recommendations are offered for monitoring of mitigation measures:

1. During construction the developers and their contractors would be responsible for implementing the recommended mitigation. The Public Works Department would verify their work.
2. The San Joaquin Unified APCD would be responsible for permitting processes and monitoring compliance with air quality permit conditions.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

LIGHT AND GLARE

Existing Conditions

The general absence of commercial development within and in the immediate vicinity of the Lathrop Planning Area, and the consequent absence of lighted signs, bright street lights and property security lights allows generally good vision of the astronomical night sky with the naked eye as well as with telescopic equipment from most existing residential areas of the City except those housing areas affected by light generated by freeway traffic.

Impacts

1. The degree of darkness in Lathrop, and especially west of Interstate 5, will diminish as commercial development occurs, effectively obscuring astronomical views from residential areas. Because of the distance of the proposed Gold Rush City commercial centers from most planned residential within Sub-Plan Areas #1 and #2, the change in the appearance of a typical night sky should not be adverse. [less than significant]
2. A second potential would be the adverse effects of neon and area lighting in Gold Rush City commercial centers on residential development directly east of the San Joaquin River. [potentially

[significant] The worst impacts would be from the "bounce" effect of commercial center lighting during nights of low overcast or fog. [significant]

3. A potential exists for adverse effects of lights from traffic on residential areas adjacent to the planned Stanford Blvd. and Louise Avenue expressways providing access to Gold Rush City. [potentially significant]

Mitigation Measures

The loss of astronomical views of the night sky becomes irreversible as incremental urbanization and especially large-scale commercial development occurs. The following mitigation measures are to be applied to reduce the significant and potentially significant effects involved:

1. Mitigation of direct off-site glare can be achieved in part through the hooding of exterior commercial lighting, and especially that lighting mounted high on building walls, poles, roofs da commercial recreation equipment and facilities.
2. Light generated by freeway and expressway traffic can be mitigated considerably by heavy tree and high shrub landscaping along the outside edge of transportation corridors adjacent to residential development. Residential lots which back onto such corridors, as proposed by the General Plan, will aid in this objective.

LAND USE, POPULATION AND HOUSING

Existing Conditions [see descriptions in Parts III, IV-A and IV-C]

Impacts and Mitigation Measures

Impacts and mitigation measures are described under other topics in this EIR that are affected by land use proposals and by the levels of projected economic, population and housing growth envisioned by the General Plan.

PUBLIC, MUNICIPAL UTILITY AND ENERGY SERVICES

Existing Conditions

Existing public and utility services are described in Part III. [see Part III]

Public Services and Utilities

Impacts:

General Plan policies and proposals call for the provision of all public services required by the existing and future population to standards that are adequate or better than adequate for the purpose, with costs associated with service demands of new development to be met by new development. This includes streets, public schools, parks, recreation facilities and open space corridors, city offices, civic and cultural facilities, fire and police protection services and facilities, and water supply, sewerage and drainage/flood control systems. [insignificant if services and facilities are provided as proposed by the General Plan]

Mitigation Measures:

No additional mitigation measures are required for public services and facilities impacts in addition to the policies and proposals described under individual service and facility topics [see Parts IV, V and VI].

Energy Services

Impacts:

1. The impacts of urbanization on public utility systems will be those which generated the need for new or expanded electrical and gas service lines and appurtenant facilities, and the need for energy conservation. [significant]
2. Development of commercial and industrial areas under the General Plan may also generate the need for providing centralized services required for access to telecommunication satellites and systems which are likely to be developed to serve the greater Stockton metropolitan area over time. The impact of not providing for telecommunications access is less a matter of environmental concern and more a matter of whether commercial and industrial project sponsors determine that such access is necessary to having a competitive edge in attracting certain types of high technology and regional/national/international manufacturing and service operations. [insignificant except in relation to competitive business requirements]
3. The amount of electrical energy required for the expanded urban pattern will be substantial, primarily because of commercial and industrial demands. [significant] Residential demands can be expected to be in the order of 47.6 million kW (kilowatts), at an average consumption rate of 5,800 kW per housing unit. For the community as a whole, residential electrical energy demand would increase to about 62.2 million kW. [significant]. Commercial and industrial demands may vary considerably, depending on the level of development ultimately occurring at Gold Rush City and in the large industrial areas of the community.

Mitigation Measures:

The energy requirements of full development within each of the three sub-plan areas should be determined at the time of preparing Specific Plans for SPA's #2 and #3. PG & E has indicated that a new electrical distribution substation may be required to serve Gold Rush City so that adequate facilities can be planned for in advance. All requirements for energy service must be met as a condition of development approval.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

SAFETY AND HEALTH

Existing Conditions

The discussion which follows is limited to potential health and safety hazards of proposed industrial operations. Existing conditions with respect to toxic waste contamination of groundwater, geologic hazards, noise and emergency response have been described under the various General Plan elements. [see Part III, Part VI and sections of Part VIII-D concerning Seismic Hazards, Sharpe Depot

Contamination Plume, Drainage and Flood Control, Hazards to Public Safety, Noise, Transportation/Circulation/Traffic and Air Quality]

Impacts

1. It is the intent of the City of Lathrop to seek only the establishment of commercial and industrial enterprises that are environmentally "clean". However, experience throughout California indicates that industries involved in state-of-the-art and advanced technologies often may have operational characteristics which can be obnoxious and even dangerous to the public health on and off the site. [potentially significant]
2. Operations which are designed to avoid any external emissions of liquids, solids, chemicals and gases, including toxic materials under contained conditions of operation, may possess the potential for emission under conditions of plant upset. The malfunctioning of a valve, sensor, pump or other vital piece of equipment, or the commission of human error, can activate chains of events which can lead to plant upset, even when so-called "failsafe" back-up equipment is installed. The point here is that while there are no absolute guarantees against adverse impacts occurring from such conditions or events, prudence dictates that odds be reduced by mitigation measures that have proven to be reasonable. [potentially significant]

Mitigation Measures

In the absence of known industrial proposals, several measures are needed to provide adequate assurance that adverse impacts to public health and safety will not occur:

1. The City should draw up a list of uses that will be prohibited unless they pass the test of process engineering that proposed operational characteristics of an industrial plant are acceptable. The list should be included in the City's zoning ordinance.
2. To assist in determining whether engineering and operational characteristics of a proposed industrial plant are acceptable, an applicant for a proposed operation should be required to submit the following:
 - a. A full and complete description of proposed industrial operations and/or manufacturing or testing processes to be established, together with engineering, scientific or other technical evidence of ability to meet industrial performance standards established by the City or any County, State or Federal agency having responsibility for regulatory controls (e.g., Environmental Health, Air Pollution Control District, Regional Water Quality Control Board and EPA).
 - b. Certification by a person(s) having expert knowledge, experience and proven ability in the type of industrial processes proposed, that such operations will not have an adverse impact on the environment. Such person(s) may be required by the City to show proof of license to practice in California, and shall not be employed directly by the applicant. The City/County or City/other agency should take the initiative in hiring expert services where such action is deemed necessary to assure the availability of unbiased opinion.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

SCENIC QUALITY

Impacts

1. The urbanization of lands within SPA's #2 and #3 will gradually eliminate views of agricultural lands beyond developing areas as currently seen from streets, roads and highways. [less than significant]
2. The urbanization of lands within SPA's #2 and #3 will block or partially block the far view scenic backdrop of the Coast Range, except as viewed from elevated levees or elevated sections of the freeway system. However, views will be blocked for new residents rather than existing residents. [less than significant]

Mitigation Measures

The loss of views of agricultural open space will become irreversible as incremental urbanization occurs. No mitigation measures are available to avoid this loss, except as discussed under Section VIII-E pertaining to alternatives.

Views of the mountain backdrop to the west can to some extent be retained and enhanced by the orientation of streets and open space corridors and the location of parks.

CULTURAL RESOURCES

Existing Conditions

[see Page III-15]

Impacts

1. Known archaeological and cultural resources could be inadvertently damaged through the development process. [potentially significant]
2. It is possible that archaeological and cultural resources that have not been found and mapped may be unearthed during the construction process and become damaged or lost. [potentially significant]

Mitigation Measures

1. Mitigation against the potential loss of known archaeological and cultural resources shall be avoided at the time of development application in accordance with the procedures of CEQA Guidelines, Appendix K. Locations cannot be made known to the general public if vandalism of important finds is to be avoided. The alternatives for development design in areas of known resources must be reviewed by Native Americans having competence in understanding the importance of the resources and of the desired methods to assure their preservation.
2. Mitigation against the potential loss of as yet unknown archaeological and cultural resources will require close monitoring of construction activities by the City. The close proximity of properties

intended for development to natural watercourses should be taken as a signal of the potential for unearthing yet unknown resources. In such cases, the City should instruct developers and construction foremen of the potential for damage to artifacts and provide written instructions as to the importance and necessity of halting all excavation work until the significance of the finds can be evaluated by competent archaeological and Native American specialists.

Application of the above mitigation measures will reduce all impacts to acceptable levels.

IMPACTS ON NEIGHBORING CITIES

Existing Conditions

As shown on Figure III-1, the Lathrop planning area is nestled among the cities, Stockton, Manteca and Tracy. Lathrop's east City Limit line is the western boundary of part of Manteca's sphere-of-influence; Lathrop's northern planning area boundary is the southern boundary of Stockton's sphere-of-influence; and the westerly boundary of the Stewart Tract is the easterly boundary of Tracy's sphere-of-influence.

In responding to the Notice of Preparation issued by the City of Lathrop for this EIR, each of these cities responded with concerns for the effects which Lathrop's General Plan might have on their respective spheres-of-influence and their plans for extending infrastructure to serve future urban development patterns, traffic added to the freeway system, and other impacts, as summarized in Section VIII-A of this EIR.

For the most part, the areas of these cities concern have been addressed either directly or indirectly in the course of developing the impact and mitigation analysis in this section (Section VIII-D), including freeway traffic, air quality, jobs/housing mix and impacts on natural resources. The discussion which follows relates to sphere boundaries, infrastructure planning, fiscal impact and multi-county regional impacts. The discussion of alternatives requested by these cities is provided in Section VIII-E.

Sphere-of-Influence Boundaries and Infrastructure Planning

The Stockton Interface:

Stockton's sphere of influence generally falls along Lathrop's northern Planning area boundary which lays just north of Bowman Road. Stockton has informed Lathrop of its intent to provide municipal water and sewerage service to this area over time, and has requested that Lathrop provide an agricultural belt between the future urban patterns of the two cities. Lathrop has honored this request in the proposed land use pattern of its General Plan. If additional urban expansion occurs in the future (not now envisioned by the General Plan), it is anticipated that an agricultural open space corridor will be retained between the two cities.

An important proposal of the Lathrop General Plan affecting Stockton's future is the need to extend the proposed Stanford Boulevard Expressway as a parallel facility to Interstate 5 north to interchanges in the South Stockton area in order to preserve future I-5 traffic capacity for regional traffic demand. While the need may not exist for a decade or more, Stockton and San Joaquin County need to preserve the required right-of-way so that acquisition will be feasible as urban development occurs along the length of this proposed expressway that will ultimately have to extend south and westerly through Lathrop's planning area into the Tracy area.

The Manteca Interface:

The planning program that produced Manteca's current General Plan encompassed all of Lathrop and lands extending west to the San Joaquin River before Lathrop incorporated. This is evident from the background studies developed and published as part of Manteca's General Plan program. However, the final westerly boundaries of Manteca's General Plan diagram are generally along the north-south line of the Union Pacific Railroad extended south of the railroad's curve to the southwest, taking in Manteca's regional wastewater treatment plant.

At the on-set of Lathrop's General Plan Program, agreement was reached with the LAFCO Executive Officer that for "planning purposes", Lathrop's eastern planning area boundary would follow a north-south line following the Union Pacific tracks, and extending south from the point of the railroad curve toward Tracy and excluding Manteca's wastewater treatment plant property. More recently, the City of Manteca has informed Lathrop of its intention to begin studies leading toward an amendment of its General Plan to include lands south of SR120 and west of McKinley Avenue to the San Joaquin River, and to have its sphere-of-influence boundary amended to reflect the General Plan amendment. Lathrop has since excluded lands for urbanization south of SR 120 and east of the Union Pacific Railroad and the San Joaquin River because of the adverse traffic impacts that would occur on SR 120 and I-5. In the last analysis, the San Joaquin County LAFCO will decide on the merits of this proposed addition to Manteca's sphere-of-influence.

The Tracy Interface:

The City of Tracy has also indicated its interest in expanding its sphere of influence to border Paradise Cut which forms the southwesterly boundary of Lathrop's Sub-Plan Area #3 (Stewart Tract). Proposals of the Lathrop General Plan which will most influence Tracy are added traffic on I-205, Gold Rush City commercial development and proposals for regional transit.

Tracy has requested that the fiscal impact of Lathrop's proposed General Plan on the City of Tracy be described. Presumably, Tracy is concerned with housing demand that would be generated by Gold Rush City that would have to be satisfied within the Tracy urban area, and with the costs v. revenues that would affect Tracy if Gold Rush City develops as envisioned by the Lathrop General Plan. A general understanding of Gold Rush City's potential overall economic impact on the region and of its probable fiscal impacts on Lathrop is provided in a separate report that is summarized at the end of Section VIII-D.

It is likely that the economic benefits of Gold Rush City on Tracy will be positive to the extent that several thousand permanent jobs will be created with an as yet undetermined number of those employees residing in Tracy. For those who would live in Tracy and work at Gold Rush City, they would improve upon the current imbalance in Tracy's jobs/housing condition. These employees would also bring to Tracy their incomes and expenditures for retail trade and services which would increase Tracy's overall tax revenues. The extent to which such benefits may occur is summarized in Table II at the end of Part II.

As to fiscal impact on Tracy, the request goes beyond normal procedures in General Plan preparation for small cities. If this request is honored, it is not unreasonable to expect that major proposals of Tracy's General Plan (along with Manteca's and Stockton's) should be evaluated as to their possible fiscal impact on Lathrop. As a City in its infancy, and lacking many of the amenities of a City established over a long period of time, Lathrop is seeking levels of economic development that will provide the long-term

financial support needed in support of a full range of desired municipal services. This objective is not inconsistent with that of most cities in California, including Lathrop's neighbors.

Tracy has also requested that the cumulative effects of Lathrop's General Plan be analyzed as they would affect the multi-county region of Eastern Alameda County, Southern Sacramento County, Northern Stanislaus County and all of San Joaquin County. This latter request is considered as being unreasonable and without parallel in the planning practice of small cities and as recommended by General Plan Guidelines published by the State Office of Planning and Research.

The traffic impacts of the proposed Lathrop General Plan on the freeway system have been described in a previous sub-section of Part VIII-D. They include the beneficial aspects of mitigating freeway impacts through the construction of at least one expressway parallel to I-5 and I-205, the introduction of regional transit and the payment of mitigation fees for fair share contributions toward widening I-5, I-205 and SR 120. As in the case of Stockton (see above discussion under Stockton Interface), there will be a need to extend the proposed Stanford Boulevard Expressway westerly of Gold Rush City through Tracy's Planning area if any substantial new development is to occur north of I-205 within the Tracy Planning Area. This need will exist in the long run whether or not Gold Rush City develops.

FISCAL IMPACT

The following sub-section summarizes the probable fiscal impact of development under the proposed Lathrop General Plan. The summary is based on a complete study published separately as part of the Lathrop's General Plan Program.¹⁷

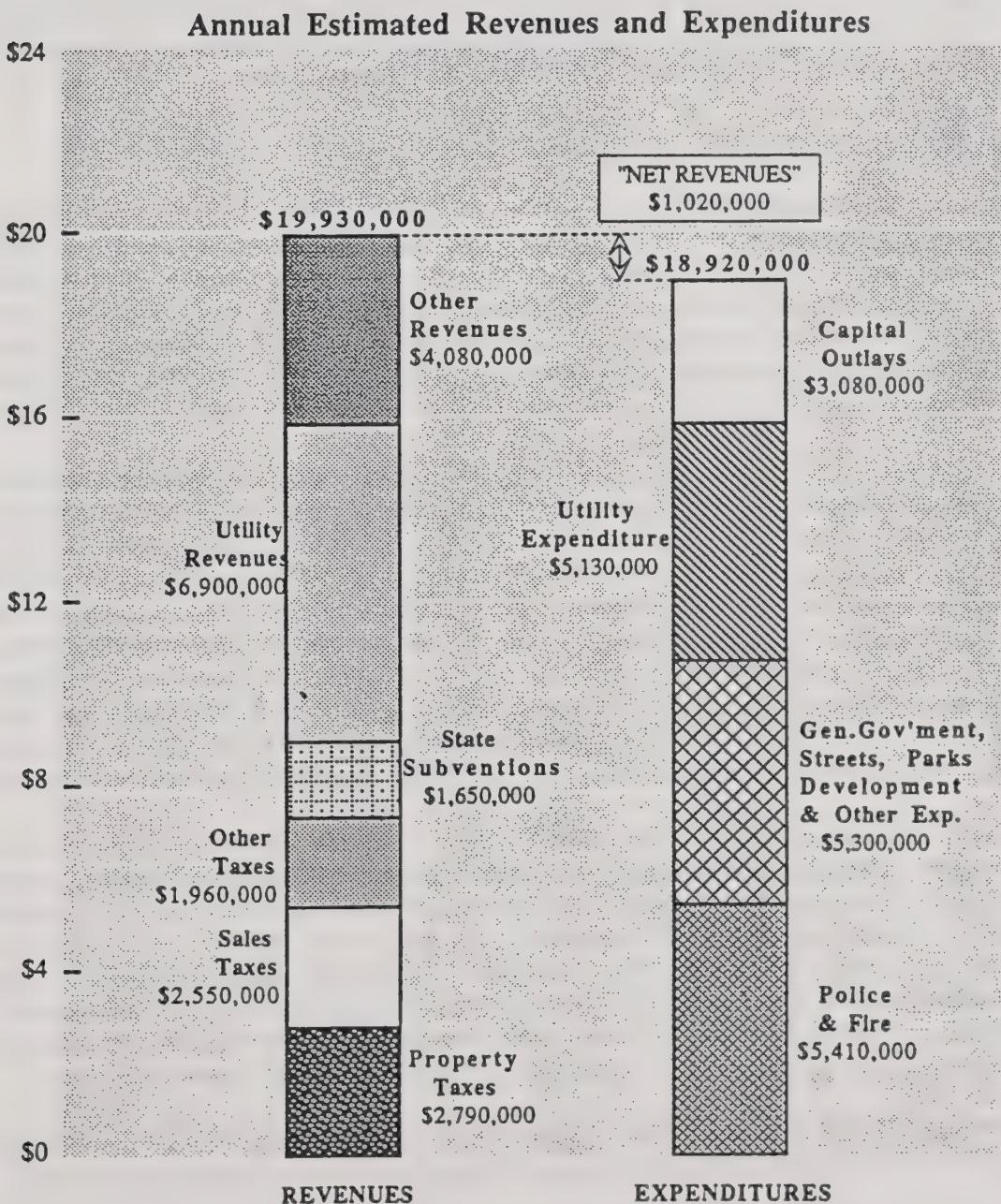
Existing Conditions

In preparing its first General plan, the City of Lathrop essentially has the opportunity to manage the development of a "new" community as an expansion of an existing urban pattern that is to be revitalized in the process. About 70% of the Lathrop Planning Area is in agricultural use, much of it in large ownerships, with all but a few hundred acres located west of Interstate 5 and south of State Route 120. Upon incorporation, the City's fiscal condition was reasonably good. Because of the amount of industrial development present, the average assessed valuation per household is nearly twice the average for cities of comparable population. Lathrop also receives more than twice the sales tax revenues per housing unit than the average for comparable cities. Taken together, property and sales tax revenues amount to 53% of the City's operating revenues, compared to 27% for the set of comparable cities analyzed in preparing the Fiscal Impact Analysis.

The General Plan proposal envisions two distinctly different types of development. East of the San Joaquin River within Sub-Plan Areas #1 and #2, a pattern of urban expansion is envisioned, with a population of 30,000 and the economic base required in support. The proposal for Gold Rush City involves a theme park and other commercial use having a year-round destination resort orientation.

¹⁷ *Fiscal Impact Analysis for the Lathrop General Plan, Prepared for the City of Lathrop by Grunwald & Associates and John W. Cone, July, 1991.*

FIGURE VIII-6
FISCAL IMPACTS UNDER THE PROPOSED GENERAL PLAN



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Methodology

The method used to project anticipated revenues and expenditures under the proposed General Plan was to compare Lathrop's present revenue and expenditure patterns with similarly sized cities, and then to project future results by using a group of cities similar in population and housing to that projected for Lathrop. In preparing the projections, the ratio of revenues and expenditures per household was used to provide equivalent data for different sized cities. An advantage of this approach is that the housing unit is the basic unit of service for most city functions. A pragmatic estimate of the amount of land that actually would be developed was prepared because the General Plan includes far more industrial land than reasonably would be needed and utilized over the 20 year planning horizon.

Major Findings

1. Buildout under the proposed General plan for all of the area east of Interstate 5 is projected to generate revenues of about \$19.9 million per year as compared to expenditures of \$18.9 million (measured in 1990 dollars). In actual practice, most cities spend all of the funds available since the demands for facilities and services typically exceeds the resources available. Net annual revenues of \$1 million suggests that the combination of land uses proposed can support a balanced budget using typical revenue and expenditure patterns for other cities of 30,000-31,000 population. A bar chart comparing anticipated revenues and expenditures is shown on Figure VIII-6.
2. Fiscal impacts of the proposed Gold Rush City development were analyzed separate from the rest of the future urban pattern because of its distinctly different economic characteristics and requirements for municipal services. The Analysis indicates that Gold Rush City is oriented towards a growing market for recreation and entertainment, with imaginative proposals to assist in achieving market potential. However, the success of this highly entrepreneurial venture is strongly dependent upon the success of the theme park as the central focus of initial development. In selecting the level of first phase and ultimate development envisioned by the General plan, sufficient opportunity is provided in terms of acreage and land use options to demonstrate economic success. The proposed first phase includes the major theme park and resort components, along with up to 4,000 hotel/motel units and 1,000 units for recreation vehicle and tent camping.
3. The Gold Rush City project can be highly profitable to the City since theoretically it can generate revenues of \$14 million or more per year from a combination of admission, lodging, property and sales taxes as compared to a preliminary estimate of related costs that could be as low as \$4 million. These estimates must be considered very preliminary, requiring more detailed analysis as the Gold Rush City Specific Plan is prepared. For example, the extent of police, fire, street maintenance, street lighting and utility distribution and collection services to be provided by Gold Rush City v. provision by the City is yet to be determined. Final determinations regarding these services can make a significant difference in the City's operating revenues and costs.
4. Careful negotiation between the City and the Gold Rush City development group will be required to assure that both parties benefit adequately from the economic benefits of the project.
5. Policies on development phasing will become critical to assuring a favorable relationship between City revenues and expenditures as development occurs over the 20 year planning period. The monitoring of fiscal impacts in relation to the budget process will be required each year in order that reasonable balance is achieved and maintained in reflecting a major goal of the General Plan.

APPENDIX "B"

INITIAL STUDY - ENVIRONMENTAL ASSESSMENT

INITIAL STUDY FOR ENVIRONMENTAL ASSESSMENT

COMPREHENSIVE GENERAL PLAN FOR THE CITY OF LATHROP, CALIFORNIA

Prepared for the City of Lathrop
by
Grunwald & Associates
City & Environmental Planning Consultants
350 Rivergate Way, Sacramento, CA 95831
(916) 429-6734

February 13, 1991

PROJECT DESCRIPTION

The project requiring environmental assessment is the proposed consolidation of elements and revision to the Comprehensive General Plan of the City of Lathrop, California. The project covers all of the mandatory and one optional element of the General Plan. The full General Plan document, including the Draft EIR, will be available for public comment in the summer of 1991.

The environmental checklist and discussion of environmental evaluation which follows concludes with a finding for a Focused Environmental Impact Report. The area covered by the General Plan (the "planning area" is shown on Figure 1 and encompasses more than 10,000 acres. Most of the land lays west of Interstate 5 extending to the Sacramento River. About 5,000 acres lays west of the River involving the entire Stewart Tract.

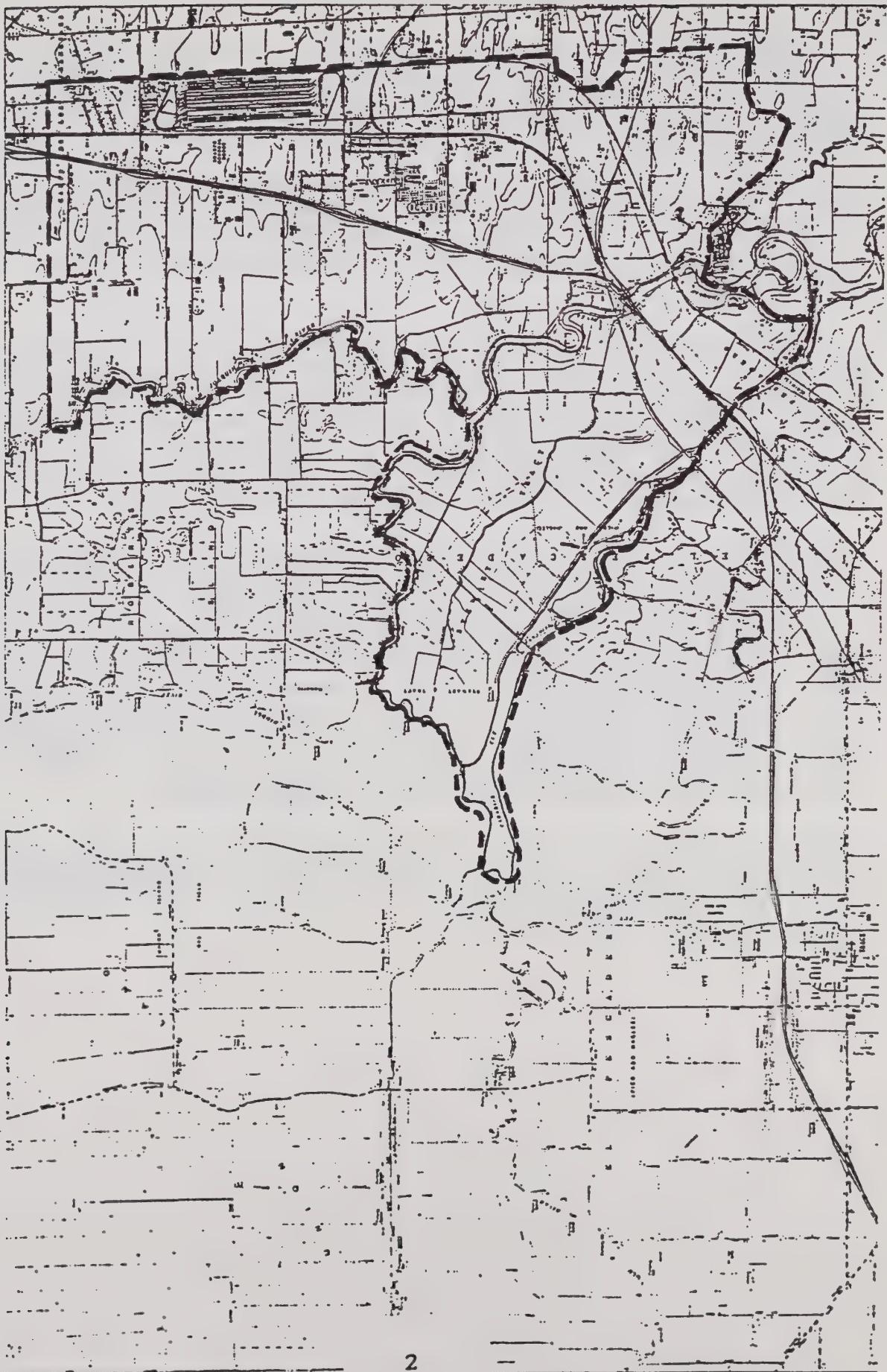
In reviewing this assessment, it is important to understand that the Plan will have secondary rather than primary effects on the environment in that Plan policy will induce future actions of urban development and change within the community rather than directly generate it. As a consequence, many of the questions contained in the checklist deserve "no" answers. Those questions which are answered with a "yes" or "maybe" reflect anticipated impacts when development may ultimately occur. The full extent of change to be depicted by the General Plan Diagram and described in the Plan text cannot be assumed as absolute. Some development may not occur even though encouraged by the Plan.

The entire General Plan is being conceived as a basis in policy and physical development proposals which will result in the construction of a "new town", with all of the categories and types of private and public land use necessary to serve a population that may reach as high as 85,000 over a period of 20 or more years. East of the River, including the existing developed area, a preliminary sketch plan (in an early stage of review) suggests a mix of residential, commercial, industrial, open space, recreation and public land use for a population of about 55,000, including one or more commercial centers that will be region-serving. West of the River, development will center on the proposed "Gold Rush" theme park, and a wide variety of commercial recreation and resort activities which would complement the theme park as a major attraction of the Sacramento-San Joaquin Delta, the San Joaquin Valley and all of Northern California. Residential development in the order of 10,000 units is also being considered.

The above description is intended to aid affected public agencies and interested parties in understanding and determining the character and extent of environmental evaluation that may be required. The final mix of land use and development policies and proposals will be the product of almost continuous review and discussion through the remainder of 1991.

PLANNING AREA BOUNDARY

N



ENVIRONMENTAL CHECKLIST FOR INITIAL STUDY

City of Lathrop, California

A. BACKGROUND

1. Name, Address & Phone # of Proponent(s): City of Lathrop, P.O. Box 1429, Lathrop, CA 95330;
(209) 858-2860
2. Date checklist prepared/submitted: February 13, 1991
3. Agency requiring checklist: Lathrop City Planning Commission and City Council
4. Name of proposal: Lathrop General Plan

B. ENVIRONMENTAL IMPACTS

Explanation of all "yes" and "maybe" answers are provided on attached sheets. Please note that the assessment concludes with a determination for a focused EIR, primarily because of the magnitude of the project, the substantial impacts on traffic and air quality, cumulative and growth-inducing impacts, and the concession of agricultural land beyond that currently envisioned by the General Plan.

		Yes	Maybe	No
1.	<u>Earth:</u> Will the proposal result in:			
a.	Unstable earth conditions or changes in geologic substructures?			x
b.	Disruptions, displacements, compaction or overcovering of the soil?	x		
c.	Change in topography or ground surface relief features?			x
d.	The destruction, covering or modification of any unique geologic or physical features?			x
e.	Any increase in wind or water erosion of soils, either on or off site?		x	x
f.	Changes in deposition or erosion of beach sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean, bay, inlet or lake?			x
g.	Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure or similar hazards?		x	
2.	<u>Air:</u> Will the proposal result in:	<i>Note: Changes recommended City of Modesto by</i>		
a.	Substantial air emissions or deterioration of ambient air quality?	x		x
b.	The creation of objectionable odors?			
c.	Alteration of air movement, moisture, or temperature, or any change in climate either locally or regionally?			x
3.	<u>Water:</u>			
a.	Changes in currents, or the course of direction of water movements in either marine or fresh waters?		x	
b.	Changes in absorption rates, drainage patterns, or the rate and amount of surface water runoff?	x		

Environmental Checklist for Initial Study (cont'd)

Page 2

- f. Alteration of the direction or rate of flow of groundwaters?
- g. Change in the quantity of groundwaters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations?
- h. Substantial reduction in the amount of water otherwise available for public water supplies?
- i. Exposure of people or property to water-related hazards such as flooding or tidal waves?

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
—	—	X	(X)
—	X	(X)	(X)
—	X	(X)	(X)
X	(X)	—	—

4. Plant Life: Will the proposal result in:

- a. Change in the diversity of species or number of any species of plants (including trees, shrubs, grass, crops and aquatic plants)?
- b. Reduction in the number of any unique, rare or endangered plant species?
- c. Introduction of new species of plants into an area, or in a barrier to the normal replenishment of existing species?
- d. Reduction in acreage of any agricultural crops?

—	X	—
—	X	—
—	—	X
X	—	—

5. Animal Life: Will the proposal result in:

- a. Changes in the diversity of species or numbers of any species of animals (birds, reptiles, fish and shellfish, benthic organisms or insects)?
- b. Reduction in the number of any unique, rare or endangered animal species?
- c. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals?
- d. Deterioration to existing fish or wildlife habitat?

X	—	—
—	—	X
—	—	X
—	X	—

6. Noise: Will the proposal result in:

- a. Increase in existing noise levels?
- b. Exposure of people to severe noise levels?

X	—	—
—	—	X

7. Light and Glare: Will the proposal produce new light or glare?

X	—	—
—	—	—

8. Land Use: Will the proposal result in a substantial alteration of the present or planned land use of an area?

X	—	—
—	—	—

9. Natural Resources: Will the proposal result in an increase in the rate of use of any natural resources?

—	—	X
—	—	—

10. Risk of Upset: Will the proposal involve:

- a. A risk of explosion or the release of hazardous substances including (but not limited to) oil, pesticides, chemicals or radiation, in the event of an accident or upset conditions?
- b. Possible interference with an emergency response plan or an emergency evacuation plan?

—	X	—
—	—	X

11. Population: Will the proposal alter the location, distribution, density or growth rate of the human population of an area?

X	—	—
—	—	—

12. Housing: Will the proposal affect existing housing, or create a demand for additional housing?

X	—	—
—	—	—

<u>Yes</u>	<u>Maybe</u>	<u>No</u>
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13. Transportation/Circulation/Traffic: Will the proposal result in:

- a. Generation of substantial additional vehicular movement?
- b. Effects on existing parking facilities, or demand for new parking?
- c. Substantial impact upon existing transportation systems?
- d. Alterations to present patterns of circulation or movement of people and/or goods?
- e. Alterations to waterborne, rail or air traffic?
- f. Increase in traffic hazards to motor vehicles, bicyclists or pedestrians?

X	—	—
X	—	—
X	—	—
X	—	—
X	—	—
X	—	—
X	—	—

14. Public Services: Will the proposal have an effect upon, or result in the need for or altered governmental services for any of the following functions:

- a. Fire protection?
- b. Police protection?
- c. Schools?
- d. Parks or other recreation facilities?
- e. Maintenance of public facilities, including roads or streets?
- f. Other governmental services?

X	—	—
X	—	—
X	—	—
X	—	—
X	—	—
X	—	—

15. Energy: Will the proposal result in:

- a. Use of substantial amounts of fuel or energy?
- b. Substantial increase in demand upon existing sources of fuel or energy, or require the development of new sources of energy?

—	X	—
—	—	X

16. Utilities: Will the proposal result in a need for new systems, or substantial alterations to the following utilities:

- a. Electric power or natural gas?
- b. Communications systems?
- c. Central water system or private well(s)?
- d. Central sewer system or individual system?
- e. Storm water drainage?
- f. Solid waste management and disposal?

—	—	X
—	—	X
X	—	—
X	—	—
X	—	—
X	—	—

17. Human Health: Will the proposal result in:

- a. Creation of any health hazard or potential health hazard (excluding mental health)?
- b. Exposure of people to potential health hazards?

—	X	—
—	X	—

18. Aesthetics: Will the proposal result in the obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of an aesthetically offensive site open to public view?

X	—	—
---	---	---

19. Recreation: Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities?

X	—	—
---	---	---

Yes Maybe No

19. Recreation: Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities? X — —
20. Cultural Resources: Will the proposal result in or have the potential for:
a. The alteration or destruction of a prehistoric or historic archaeological site? — X —
b. Adverse physical or aesthetic effects to a prehistoric or historic building, structure or object? — X —
c. A physical change which would affect unique ethnic cultural values? — X —
d. A restriction on existing religious or sacred uses within the impact area? — X —
21. Mandatory Findings of Significance:
a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory? — X —
b. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? [A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time, while long-term impacts will endure well into the future.] — X —
c. Does the project have impacts which are individually limited but cumulatively considerable? [A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.] — X —
d. Does the project have environmental effects which cause substantial adverse effects on human beings, either directly or indirectly? — X —

C. **DISCUSSION OF ENVIRONMENTAL EVALUATION** [See attached description of environmental impacts]

D. **DETERMINATION** On the basis of this evaluation:

1. I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared. —
2. I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on the attached sheet have been added to the project. A NEGATIVE DECLARATION WILL BE PREPARED. —
3. I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required. —

February 13, 1991
Date

Pam Carder, Planning Director, City of Lathrop

III. DISCUSSION OF ENVIRONMENTAL EVALUATION

This evaluation follows the sequence of questions in the preceding Environmental Checklist Form.

1. Earth:

Impervious surfaces that result from new urban development will have the effect of compacting and overcovering of the soil mantle. A significant effect may occur because of difficulty that could occur in compacting soils affected by a relatively high water table. The location of the project site with respect to known or suspected earth quake faults also poses a potential for significant effect through ground shaking and liquefaction of soils.

2. Air:

The extent of air emissions anticipated for partial as well as full development under the General Plan will be substantial as the result of significant increases in population and vehicle traffic generated by urbanization. A significant effect will occur and should be addressed in the General Plan EIR, including long-term cumulative effects on the San Joaquin Valley Air Basin.

3. Water.

The use of groundwater as a long-term source of domestic water is placed in question by concerns for the long-term quality of groundwater as may be influenced by salt water intrusion extending easterly from the Sacramento-San Joaquin Delta. The need and options for supplying surface water on a permanent basis is being examined as part of General Plan studies. A significant effect may occur and should be addressed in the project EIR. A potential for significant effect due to flooding also exists.

4. Plant Life &
5. Animal Life.

There will be an increase in the quantity and amount of trees, shrubs, lawn and other ornamental plants associated with the urban landscape. No significant effect will occur, because the effect will be to enhance the visual quality of the community. Several thousand acres of productive agricultural acreage will require conversion to large-scale urbanization. Significant and irreversible effects will occur because virtually all of the land meets the criteria of "prime land" under the Farmland Mapping and Monitoring Program being conducted by the State Department of Conservation. This should be discussed in the General Plan EIR.

Significant habitat for fish and wildlife may be present along the San Joaquin River, its tributaries and man-made water channels throughout various parts of the planning area, and especially west of the River. There is potential for adverse effects on the habitat of rare and threatened species of plants and animals close to waterways and forage areas. Significant effects may occur that should be addressed in the project EIR.

There will be an increase in the number of domestic pets, and a decrease in habitat for small mammals associated with agricultural lands. No significant effect is likely to occur because of the great amount of agricultural acreage remaining within the area and the region, and because the habitat of birds native to the area will increase through additional acreage in ornamental landscaping. For many common species of birds, the City will become a sanctuary.

6. Noise.

Depending on the proposed land use pattern in relation to freeways, major arterials and commercial generators of noise, significant effects may occur that should be addressed in the project EIR.

7. Light and Glare.

Light and glare will increase primarily from the installation of lighting necessary for large-scale commercial recreation uses. Significant effects of such intensive lighting will occur, including effects on the night sky and the visual character of nearby residential neighborhoods. Secondarily, light and glare will occur from the installation of new street lights, from additional vehicle traffic at night, and from new smaller business and residential use. No significant effect will occur because the levels of light from residential areas will be similar to that currently experienced, and because of City policies which require the hooding of non-residential lighting to prevent off-site glare.

8. Land Use.

Significant effects can be expected from various options in land use patterns. Care is required in the selection of those patterns which will best mitigate the potential for adverse impacts as discussed under other topics described in this Initial Study.

11. Population.

The proposal can be expected to alter the location, distribution, density and growth rate of the human population of the greater Lathrop area. Significant effects may occur in relation to other topics described in this report, and should be discussed in the project EIR.

12. Housing.

The project may have significant effects, depending on the housing mix selected, including affordable housing, and the location of housing areas as part of the urban pattern. A significant effect may occur.

13. Transportation.

Major significant effects are expected as the result of destination traffic generated by the proposed theme park and other large-scale commercial recreation facilities, as well as by traffic generated by the full range of residential, commercial, industrial, semi-public and public areas and facilities which will comprise the expanded city of Lathrop. These effects may include substantial impacts on existing and proposed freeway interchanges and on the traffic capacity of freeway segments connecting with Route 99 to the east, with Stockton to the north and with the San Francisco Bay Area to the west. Mitigation must be sought which will assure the achievement of long-term goals of managing highway traffic and improving air quality. The role of rail transportation will be most significant in this regard.

14. Public Services.

There is a potential for significant effects on all public services now provided by the City and local special districts, and on services yet to be provided. Fiscal impacts must be analyzed if the costs of providing government services are to be sustainable on an on-going basis.

15. Energy:

Because of the size and complexity of the urban pattern to be created, the project may eventually result in the use of substantial amounts of natural gas and electrical energy. Significant effects may occur in the event that adequate supplies of needed energy are not easily made available as urban development occurs.

16. Utilities.

Significant effects could occur with respect to each of the major utility systems to be operated by the City of Lathrop to serve the expanded urban pattern, including waste water management, solid waste management, domestic water supply and surface water drainage.

17. Human Health.

Proposals for large-scale industrial development could generate significant effects on human health if industries are encouraged having hazardous operations or which would generate hazardous wastes. Such potential should be addressed in the project EIR.

18. Aesthetics.

Significant effects could occur through the loss of both near view and far view scenic vistas now open to freeway travelers.

19. Recreation.

(see Item 14., above)

20. Cultural Resources.

A record search will be conducted to determine if there is a potential for significant effects on cultural resources, including historic sites and structures.

21. Mandatory Findings of Significance.

- a. The project has the potential to reduce the habitat of wildlife species, threaten an animal community and restrict the range of an endangered avian species.
- b. The project does have the potential to achieve short-term, to the disadvantage of long-term, environmental goals.
- c. The project will have impacts which are individually limited but cumulatively considerable.
- d. The project could have adverse effects on human beings, depending on land use policies devised to guide industrial development.

DEPARTMENT OF BOATING AND WATERWAYS

1629 S STREET
SACRAMENTO, CA 95814-7291
(916) 445-6281

RECEIVED

MAR 22 1991

Ans'd.....

March 19, 1991



Lathrop Planning Department
P. O. Box 1429
Lathrop, California 95330

Attention: Pam Carder
Planning Director

Dear Pam Carder:

The Department of Boating and Waterways has no comment on the Lathrop General Plan in San Joaquin County (SCH 91022070).

However, we would like to receive a copy of the draft Environmental Impact Report when it becomes available.

Thank you for the opportunity to review the above mentioned document.

Sincerely,

A handwritten signature in black ink, appearing to read "Bill Ivers".
WILLIAM S. IVERS
Director

cc: State Clearinghouse

DEPARTMENT OF CONSERVATION

DIVISION OF ADMINISTRATIVE SERVICES
 DIVISION OF MINES AND GEOLOGY
 DIVISION OF OIL AND GAS
 DIVISION OF RECYCLING

RECEIVED

APR 3 - 1991

Ans'd.....

1416 Ninth Street
 SACRAMENTO, CA 95814
 TDD (916) 324-2555
 ATSS 454-2555
 (916) 445-8733



March 28, 1991

Ms. Pam Carder
 City of Lathrop
 P.O. Box 1429
 Lathrop, CA 95330

Dear Ms. Carder:

Subject: Notice of Preparation (NOP) of a Draft Environmental Impact Report (Draft EIR) for the City of Lathrop's General Plan, SCH# 91022070.

The Department of Conservation has reviewed the City of Lathrop's NOP, including an Initial Study, describing the intended areas of emphasis to be included in an EIR to be prepared for the Lathrop general plan. The general plan includes approximately 15,000 acres, 8,000 of which is covered under Williamson Act contract, and an unspecified amount which is prime soils. The Department offers the following comments on geologic and agricultural issues.

GEOLOGIC

The Draft EIR, and Safety Element of the General Plan should include complete descriptions of the geologic and seismic environment. DMG Note 43, "Recommended Guidelines for Determining the Maximum Credible and the Maximum Probable Earthquakes", and DMG Note 46, "Guidelines for Geologic/Seismic Considerations in Environmental Impact Reports", are enclosed. These documents may aid in the determination of potential impacts to the city from earthquakes on nearby active or potentially active faults, and other geologic hazards that should be addressed.

The following considerations should be addressed in preparing the Draft EIR and the Conservation and Safety Elements of the General Plan:

CONSERVATION ELEMENT - MINERAL RESOURCE ISSUES

The south part of the City's Planning Area, shown in Figure 1 of the NOP, contains construction aggregate deposits that have been designated as being of regional significance by the State Mining and Geology Board (Jensen and Silva, 1988; DMG, 1989). As of

1989, a portion of this designated land was still actively being mined (DMG, 1989).

Because the aggregate resources within the city's jurisdiction have been designated, the Conservation Element should include a section addressing mineral resource issues. The Surface Mining and Reclamation Act of 1975 (SMARA) requires lead agencies to establish mineral resource management policies and to incorporate these policies into their General Plan (information concerning these requirements is contained in DMG Note 26, "Surface Mining and Reclamation Act of 1975", which is included). If the city does not presently have mineral resource management policies, it may be appropriate for the city to prepare them for this General Plan. These policies should be reviewed by the State Mining and Geology Board prior to adoption. Additionally, the Draft EIR should summarize the potential impacts of the proposed City Plan on the future availability of the designated resources.

SAFETY ELEMENT - SEISMIC AND GEOLOGIC HAZARDS

Within the City's Planning Area Boundary (Figure 1 of NOP), a number of seismic and geologic hazards are shown to exist according to the San Joaquin County Safety Element (1978). The essential hazards of concern include:

- seismic ground shaking;
- liquefaction;
- dam-failure inundation;
- flooding;
- erosion; and,
- expansive soils.

The hazards identified above, and any other seismic or geologic hazards that affect the city, should be investigated. The Draft EIR and Safety Element should provide specific methods to mitigate geologic hazards. We recommend that maps showing the specific areas affected by each hazard be created for planning purposes and included in the Draft EIR and the Safety Element. The references discussed in the following paragraphs will be useful in defining the hazard areas.

Seismic Hazards - Although there are apparently no active faults within the city limits, seismic hazards due to ground shaking from earthquakes on nearby active faults could cause damage to parts of the city. Major earthquakes along the buried Coast Ranges - Sierran Block boundary zone, considered responsible for the 1892 Winters-Vacaville earthquake and the more recent 1983 Coalinga Earthquake (Bennett, 1987; Bennett and Sherburne, 1983), would most likely create the greatest ground shaking intensity in the city. This boundary zone is believed to be made up of complex thrust fault systems that extend from Red Bluff to

Bakersfield (Bennett and Sherburne, 1983; Namson and Davis, 1988; Wentworth and Zoback, 1989).

The San Joaquin County Safety Element (1978) indicates that liquefaction, seismically-induced settlement, and flooding from dam and levee failure could occur during a major earthquake in the central and northern California area. Therefore, the Draft EIR and city's Safety Element should provide a map showing the location of the major faults and earthquake epicenters in central-northern California, a list of the faults which could cause damage to the city, and maximum credible earthquake magnitudes for those faults. Information regarding active faults in California can be obtained from Jennings (1975), Wesnousky (1986), and Wallace (1990). Information for past earthquakes in California and their associated ground shaking effects can be obtained from Toppozada and others (1981), Toppozada and Parke (1982), Bennett and Sherburne (1983), and Wallace (1990). Other references that may provide additional seismic hazard and earthquake prediction information include Hart and others (1982) and the Working Group on California Earthquake Probabilities (1990), respectively.

Geologic Hazards - Due to the relatively low population in the Lathrop area, very little information is currently available concerning geologic hazards. Surficial geologic and soil data can be found on the San Jose Sheet of the Geologic Map of California (Rogers, 1966) and Soil Conservation Service (SCS) surveys of the Stockton (SCS, 1951) and Tracy (SCS, 1943) areas. The San Joaquin County Safety Element (1978) has mapped areas containing soils of moderate to low erosion potential and high to low expansion potential. Due to the potential soil hazard problems and lack of detailed soil information available, DMG recommends that the city require site-specific soil investigations be performed when residential or commercial developments are proposed. The city can use this information to 1) provide an adequate evaluation of the new developments, and 2) build a library of soil studies within the city to be used in General Plan updates.

The County Safety Element identifies parts of the City Planning Area that lie within the 100-year floodplain of the San Joaquin River. This hazard should be considered in any city planning decisions and these areas should be displayed on a map in the Draft EIR and Safety Element. If development of these areas is planned, appropriate mitigation measures should be included in the Draft EIR and Safety Element.

AGRICULTURAL

The loss of prime agricultural land should be identified and treated as a significant environmental impact. The California

Code of Regulations (Section 15000 et seq., Appendix G (y)) states that a project will normally have a significant effect on the environment if it will convert prime agricultural land to nonagricultural use or impair the agricultural productivity of prime agricultural land. Since the proposed general plan will have such an effect, the Draft EIR should provide information on the number of acres of agricultural land to be developed, the potential agricultural value of the site, the impacts of farmland conversion, and possible mitigation actions. Specifically, we recommend that the Draft EIR contain the following information to ensure the adequate assessment of impacts in these areas.

- The agricultural character of the project area including:
 - A map which identifies the location of agricultural preserves, the number of acres and type of land in each preserve (i.e., prime/non-prime).
 - Types and relative yields of crops grown in the affected areas, or in areas of similar soils under good agricultural management.
 - Agricultural potential of the area's soils, as defined by the U.S. Department of Agriculture's Land Capability Classification System.
- The impacts on Williamson Act contracted land, including the following data:
 - The location of Williamson Act contracts on lands in the planning area.
 - A discussion of the effects that cancellation of Williamson Act contracts would have on nearby properties also under contract.
 - A discussion of the specific findings (Government Code Section 51282) that must be made by the City Council order for Williamson Act Contracts to be cancelled.

It should also be noted that Government Code Section 51284 states that no contract may be cancelled until after the County has given notice of, and has held, a public hearing on the matter. Notice of the hearing shall be published and mailed to the Director of the Department of Conservation and other specified entities.

- Farmland Conversion Impacts
 - The type, amount and location of farmland conversion that would result from implementation of the general plan.
 - The impacts on current and future agricultural operations.

Ms. Pam Carder

Page 5

- The cumulative and growth-inducing impacts of the elements on farmland in the general plan area.
- Mitigation measures and alternatives that would lessen farmland conversion impacts. Some of the possibilities are:
 - Protecting other, existing farmland of equivalent, or better, quality through a planning policy that relies on an active and strategic use of the Williamson Act.
 - Establishing buffers such as setbacks, berms, greenbelts and open-space areas to separate farmland from urban uses. Many communities have considered 300 feet a sufficient buffer for impacts such as pesticide spraying, noise and dust.
 - Adpting a farmland protection program that utilizes such land use planning tools as transfer of development rights, purchase of development rights or conservation easements, and farmland trusts.

If you have any questions regarding these comments, please contact me at (916) 322-5873.

Sincerely,



Dennis J. O'Bryant
Environmental Program Coordinator

Enclosures

cc: Roger Martin, Division of Mines and Geology
Rick Wilson, Division of Mines and Geology
Kenneth E. Trott, Office of Land Conservation
San Joaquin County Resource Conservation District

REFERENCES:

Bennett, J.H., 1987, Vacaville-Winters earthquakes . . . 1892: California Geology, V. 40, p. 75-83.

Bennett, J.H., and Sherburne, R.W., 1983, The 1983 Coalinga, California earthquakes: California Division of Mines and Geology Special Publication 66, 335 pp.

Hart, E.W., Hirschfeld, S.E., and Schulz, S.S., 1982, Proceedings for the conference on earthquake hazards in the eastern San Francisco Bay area: California Division of Mines and Geology Special Publication 62, 447 pp.

DEPARTMENT OF FISH AND GAME

REGION 2
1701 NIMBUS ROAD, SUITE A
RANCHO CORDOVA, CALIFORNIA 95670
(916) 355-7020



RECEIVED

MAR 22 1991

Ans'd.....

March 18, 1991

Ms. Pam Carder, Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

Dear Ms. Carder:

The Department of Fish and Game (DFG) has reviewed the Notice of Preparation of a Draft Environmental Impact Report (EIR) for the City of Lathrop's General Plan. The project is located west of Manteca along Highway I-5 in San Joaquin County. The project consists of a General Plan and accompanying Draft EIR for the City of Lathrop. The General Plan area (planning area) is 10,000 acres in size and includes undeveloped lands on the west side of Highway I-5 to the San Joaquin River and extends west to include Stewart Tract.

We recommend that the Draft EIR discuss and provide mitigation for the following:

1. The project's impact upon fish and wildlife and their habitat. The report should discuss the project area's value to fish and wildlife and provide a discussion of the potential impacts arising from proposed land use designations. In particular, the Draft EIR should address changes in land use from existing agriculture/open space to urban, commercial, and recreational land uses.
2. The project's impact on State- or Federally-listed Rare, Threatened, or Endangered species. In particular, the Draft EIR should focus on impacts to the following species: Swainson's hawk (Buteo swainsoni), delta button celery (Eryngium racemosum), tiger salamander (Ambystoma tigrinum californiense), tricolored blackbirds (Agelaius tricolor), valley elderberry longhorn beetle (Desmocerus californicus dimorphus), slough thistle (Cirsium crassicaule), California hibiscus (Hibiscus californicus).
3. The project's impact on unique habitat types such as wetlands, vernal pools, riparian habitat, oak groves, etc.

Ms. Pam Carder

-2-

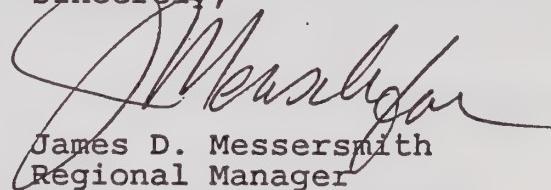
March 18, 1991

4. The project's growth inducing and cumulative impacts and their long term effect on fish and wildlife. This would include but is not limited to cancellation of Williamson Act contracts and conversions of land from agricultural to urban use.

Pursuant to Public Resources Code PRC Sections 21092 and 21092.2, the DFG requests written notification of proposed actions and pending decisions regarding this project. Written notifications should be directed to this office.

If we can be of further assistance, please contact Mr. Bob Mapes, Associate Wildlife Biologist, or Ms. Patricia Perkins, Wildlife Management Supervisor, telephone (916) 355-7010.

Sincerely,



A handwritten signature in black ink, appearing to read "J. Messersmith".

James D. Messersmith
Regional Manager

STATE LANDS COMMISSION

LEO T. McCARTHY, Lieutenant Governor
GRAY DAVIS, Controller
THOMAS W. HAYES, Director of Finance

EXECUTIVE OFFICE
1807 - 13th Street
Sacramento, CA 95814
CHARLES WARREN
Executive Officer

March 26, 1991

RECEIVED

APR 1 - 1991

Ans'd.....

Ms. Pam Carder
City of Lathrop
P. O. Box 1429
Lathrop, CA 95330

Dear Ms. Carder:

Staff of the State Lands Commission (SLC) has reviewed the Notice of Preparation (NOP) of a draft Environmental Impact Report (DEIR) for the Lathrop General Plan. Based on this review, we offer the following comments.

By way of general background, upon admission to the Union in 1850, California acquired nearly 4 million acres of sovereign land underlying the State's navigable waterways. Such lands include, but are not limited to, the beds of more than 120 navigable rivers and sloughs, nearly 40 navigable lakes, and the 3 mile wide band of tide and submerged land adjacent to the coast and offshore islands of the State. These lands are managed by the SLC. The SLC holds its sovereign interest in these lands subject to the Public Trust for commerce, navigation, fisheries, open space, and preservation of natural environments, among others.

In and near the study area, the San Joaquin River and Old River, as well as the other natural waterways of the Sacramento - San Joaquin Delta, are State-owned sovereign lands under the jurisdiction of the SLC. The SLC is a Responsible Agency under the California Environmental Quality Act (CEQA) for any proposed projects which occupy state-owned sovereign lands. Examples of such projects include certain aspects of levee reconstruction or maintenance, docks, piers, boat ramps, or pipelines, cables or bridges which cross state-owned waterways.

At the same time, the SLC is a Trustee Agency for any and all projects which could directly or indirectly affect sovereign lands and their accompanying Public Trust resources or uses.

The Commission is extremely concerned about the natural resources and recreational opportunities of lands under its jurisdiction. We are concerned that the environmental review and decision-making processes of all agencies take into account the impacts that projects may have on public trust resources in and along the State's waterways. These resources include, but are not limited to, aquatic, riparian and wetland habitat; fish, wildlife, and plants; and the beds of the rivers themselves.

Ms. Pam Carder
March 26, 1991
Page 2

The City of Lathrop should consider the potential impacts of this plan on the waterways within and adjacent to the subject area. Significant biological values associated with habitat areas should be protected from direct and indirect impacts. Such impacts could include, but not be limited to, runoff, sedimentation, degradation and erosion. It is clear that implementation of the plan will induce growth and encourage the development of the affected area. The potential impacts of such growth on the sensitive and finite resources, as described, should be addressed at this time and advance thought given to how such impacts may be mitigated.

We have the following specific comments on the Initial Study circulated with the NOP (Numbers refer to checklist under "Environmental Impacts"):

1. e. and f. should be "maybe". Depending upon the type of development which occurs, there could be an increase in land-surface or bank erosion, or waterway alterations. (e. was checked both "maybe" and "no")
3. f,g,h. should be checked "yes" or "maybe". Increased development of the area will require increased water supply. The explanation given for Section 3 on p. 7 of the Initial Study implies that groundwater is the primary water source of the area; therefore, a variety of impacts due to increased withdrawals may occur.
4. a. It should be noted there are a number of rare, threatened, or endangered plant species which could be found in the planning area and need to be studied in the DEIR. 4. c. should be checked "maybe". Exotic plants used in landscaping do have the potential for escaping into natural communities. Also, projects on the waterways could affect regeneration of riparian and wetland plant species.
5. b. and c. should be checked "yes". We do not concur with some of the explanations given on p. 7 of the Initial Study for biological impacts. Conversion of open habitat to residential or other urban uses will cause significant effects in a number of ways. First, the agricultural fields may provide valuable habitat for a number of wildlife. The DEIR should investigate the use of the agricultural lands as wintering habitat for geese, swans, and other migratory bird species. Additionally, agricultural fields are habitat for many raptors and upland game species.

It is not true that there will be minimal impacts "because of the great amount of agricultural acreage remaining within the area and region". There will be a net loss of habitat amount with net loss of carrying capacity for wildlife with land conversion. Also, most, if not all species of birds native to the Delta would decline and be replaced by species which are adaptable to urban environments. Calling an urban avifauna of domestic pigeons, English sparrows, and starlings a "sanctuary" is misleading.

Ms. Pam Carder
March 26, 1991
Page 3

The planning area is in the region with the highest breeding density of Swainson's Hawk in the state. Swainson's Hawks, a state-listed threatened species, require trees for nesting and perching and open fields for foraging for prey. Converting fields, but leaving adjacent trees for nesting would still result in the loss of habitat for this species. The DEIR needs to address these and other ecological impacts carefully. The DEIR in particular should address cumulative impacts of loss of wetland, riparian, and agricultural habitats in the Delta.

9. This should be changed to "yes". Aggregate resources would undoubtedly be used for development. Sand and gravel extraction often has significant environmental effects, especially on waterways.

The City should also be aware that local General Plan designations and zoning ordinances are not binding on the SLC.

Although the Commission coordinates with local government to the maximum extent feasible and appreciates the utility of plans and zoning as expressions of a city or county's land use preferences, the Commission is guided by applicable constitutional, statutory and case law in determining appropriate land uses over lands subject to the public trust.

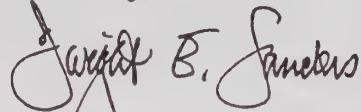
The City's DEIR should also address the project's consideration of the public's constitutional rights of access and the use of the waterways within the subject area. Government Code Section 66478.1 et. seq. prohibits local agencies from approving either a tentative or a final map of any proposed subdivision to be fronted upon a public waterway, river or stream which does not provide reasonable public access from a public highway to that portion of the bank of the river or stream bordering or lying within the proposed subdivision. This requirement should be incorporated within any proposed subdivisions along navigable waters (see Kern River Public Access Committee v City of Bakersfield, 170 Cal App 3d/205 (1985)).

Based on our role as a Trustee Agency under the CEQA and our interest in protecting the remaining riparian habitat along California's rivers and streams, we suggest that the City consider developing a riparian parkway along the existing riparian habitat of the rivers within the project area. This parkway would have the goals of: 1) protecting, restoring, and maintaining the riparian vegetation; and, 2) providing recreational use and public access, as appropriate, to and through the parkway.

Ms. Pam Carder
March 26, 1991
Page 4

Thank you for the opportunity to comment. If you have any questions, please contact Dr. Diana Jacobs at (916) 445-5034.

Sincerely,



Dwight E. Sanders, Chief
Division of Environmental
Planning and Management

cc: Charles Warren, Executive Officer
Diana Jacobs
Pete Phillips, Department of Fish and Game

DEPARTMENT OF CONSERVATION

STATE MINING AND GEOLOGY BOARD

1416 Ninth Street, Room 1326-A
Sacramento, CA 95814



James A. Anderson, Chairman
Bob Grunwald
DeWayne Holmdahl
I.M. Idriss
Anna Johns
J.H. Jack Lucas
R. Gary Miller
Jack Strebler

March 19, 1991

Telephone: (916) 322-1082
TDD Line: (916) 324-2555

Ms. Pam Carder, Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

Dear Ms. Carder:

The State Mining and Geology Board ("the Board") has received a copy of the Notice of Preparation describing the intended areas of emphasis for inclusion in the Environmental Impact Report to be prepared for the Lathrop General Plan. As the agency responsible for establishing and maintaining State policy for the conservation and development of important mineral resources in California, we appreciate the opportunity to comment on the General Plan revision.

Under the State's Surface Mining and Reclamation Act of 1975 (SMARA), for which the Board has oversight responsibility, areas containing important mineral resources are to be classified by the State Geologist. Once classification by the State Geologist occurs, the deposits may or may not be designated by the Board as being of regional or statewide significance. Following classification and/or designation, the information is provided to affected lead agencies (cities and counties having jurisdiction over classified/designated areas) who are required by SMARA Section 2762 to develop mineral resource management policies that recognize the mineral information transmitted by the Board, assist in the management of land use which affect the classified and/or designated areas, and emphasize the conservation and development of identified mineral deposits.

In 1988, a classification study was completed for the Stockton-Lodi Production-Consumption Region, and in 1989, a designation study for the same region was also published. As a result of these studies, an area located south of Lathrop and west of Manteca was classified by the State Geologist and designated by the Board as containing important mineral resources. At the time of classification and designation the area mentioned above and referred to in the reports as the Lathrop deposit (or "Sector D") was under the jurisdiction of San Joaquin County. The mineral

information was transmitted to San Joaquin County, and the County has developed the required mineral management policies for the identified deposits.

Consequently, if the City's adoption of a new General Plan and expansion of the City's sphere of influence boundaries will include the Lathrop deposit, the City's new General Plan should include mineral resource management policies for this sector as required by SMARA.

For your information and review I have enclosed a copy of the classification and designation reports for the Stockton-Lodi Production-Consumption Region (see pages 14-15, 20-21), which contain information on the Lathrop deposit. Following a review of the classification and designation reports, the City may determine that mineral policies will need to be developed for inclusion in the General Plan. Therefore, I have also enclosed a copy of Board policy (Title 14, Chapter 8, Sections 3675-3676, California Code of Regulations), which outlines the criteria to be used in developing mineral policies.

If you have any questions regarding my comments or the mineral policies, please contact Ms. Deborah Herrmann, Executive Officer, State Mining and Geology Board, 1416 Ninth Street, Room 1326-A, Sacramento, California, 95814, or telephone (916) 322-1082.

Sincerely,



James A. Anderson
Chairman

Enclosures

cc: Grunwald and Associates

DEPARTMENT OF TRANSPORTATIONP.O. BOX 2048 (1976 E. CHARTER WAY)
STOCKTON, CA 95201

(209)948-7906

RECEIVED



MAR 11 1991

Ans'd.....

March 1, 1991

10-SJ

City of Lathrop

NOP for Lathrop General Plan

Ms. Pamela R. Carder
Planning Director
City of Lathrop
P. O. Box 1429
Lathrop, CA 95330

Dear Ms. Carder:

Caltrans is pleased to comment on the Notice of Preparation (NOP) and Initial Study for the Lathrop General Plan. Caltrans' comments are directed toward the transportation impacts noted on the Initial Study as significant. Of particular importance are the impacts of land use decisions on Route 99 and I-5. Potential mainline interchange, ramp and intersection improvements necessary should be included as mitigation measures.

The impacts and mitigation measures can best be addressed through incorporation of a comprehensive traffic analysis as part of the EIR. In addition, funding mechanisms and development fees for financing necessary improvements should be recognized.

Thank you again for the opportunity to comment on the NOP. If you have any questions regarding these comments please give me a call at the above noted telephone number, or contact Christine Sayre of my staff at (209) 948-7142.

Sincerely,

A handwritten signature in black ink.

DENNIS M. AZEVEDO
Chief, Transportation
Planning Branch "B"

cc: P Verdoorn/SJCCOG
Mr. R Grunwald
Grunwald & Associates
350 Rivergate Way
Sacramento, CA 95831

**CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD—
CENTRAL VALLEY REGION**

3443 ROUTIER ROAD, SUITE A
SACRAMENTO, CA 95827-3098
PHONE: (916) 361-5600
FAX: (916) 361-5686



22 February 1991

RECEIVED

Feb 26 1991

Ans'd.....

Ms. Pam Carder, Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

NOTICE OF PREPARATION OF A DRAFT ENVIRONMENTAL IMPACT REPORT, LATHROP GENERAL PLAN

Thank you for the opportunity to comment on the subject Notice of Preparation (NOP). Regional Board staff has reviewed the NOP and presents the following comments:

1. The draft Environmental Impact Report (EIR) should include an assessment of the water quality impacts from urban and storm water runoff. This assessment should include the cumulative impacts on surface waters from the increased pollutant load from urbanization in conjunction with the current pollutant loading from existing sources in Lathrop and other contributors. In addition, the water quality impacts from the runoffs on a localized or site specific basis should be determined. Mitigation measures for the potential water quality impacts from urban and storm water runoff should also be discussed.
2. Impacts from, and mitigation measures for, storm water runoff from construction sites during development should be included in the draft.
3. Wastewater treatment and disposal options should also be a priority item in the draft EIR. Given the existing quality of surface and ground waters in San Joaquin County, disposal of wastewater could present a significant hurdle to the proposed development. Advanced wastewater treatment may be required, and disposal options for wastewater limited.

If you have any questions regarding this matter, please call me at (916) 361-5626.

ALEXANDER MACDONALD
Project Engineer

AMM



DEFENSE LOGISTICS AGENCY

DEFENSE DISTRIBUTION REGION WEST

SHARPE SITE

LATHROP, CALIFORNIA 95331.

REPLY
REFERR TO
DDRW-G (Mr. Karr/209-982-2021)

15 March 1991

SUBJECT: Notice of Preparation of a Draft Environmental Impact Report

Ms. Pam Carder, Planning Director
City of Lathrop, CA
P.O. Box 1429
Lathrop, California 95330

Dear Ms. Carder:

The Notice of Preparation (NOP) from the Lathrop Planning Department, including an Initial Study, to be used in the preparation of the Comprehensive Lathrop General Plan has been reviewed. We have only a few observations on the NOP but expect to have additional comments concerning the Draft Environmental Impact Report (DEIR) when it becomes available.

The Project Description on page 1 refers to the Sacramento River. This should be the San Joaquin River. In addition, Checklist item 9, page 4, should reflect the increase in the use of a natural resource (water).

A further consideration should be the existence of the Sharpe airfield and consequent impact upon noise and safety considerations. Location of schools, Accident Potential and Noise Zones as well as flyovers of residential areas are matters for further study and comment.

The ever present depot truck traffic on local streets and roads must be considered during the DEIR. Direct access to I-5 and State Route 99 must be maintained.

It should also be noted that Sharpe is an Environmental Protection Agency Superfund site with contamination extending off-depot to the West. The effects of this contamination have not been fully determined.

Thank you for your consideration and please keep us advised of the progress of the DEIR and the Lathrop General Plan.

Sincerely,

ALEXANDER J. KARR
Assistant Counsel

Copy Furnished:
✓ Mr. Robert E. Grunwald
Grunwald & Associates
350 Rivergate Way
Sacramento, CA 95831



San Joaquin County Council of Governments

Member Agencies: Cities of Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, Tracy, County of San Joaquin

March 5, 1991

RECEIVED
MAR - 7 1991
Ans'd.....

Pamela R. Carder
Lathrop City Planning Director
P.O. Box 1429
Lathrop, CA 95330

RE: Notice of Preparation
City of Lathrop's General Plan

Dear Ms. Carder:

Thank you for referring your General Plan's Notice of Preparation of a Draft Environmental Impact Report to the San Joaquin County Airport Land Use Commission. These comments relate to airport land use issues. Additional comments relating to traffic impacts may also be submitted by the Council of Governments under separate cover.

The EIR will need to consider the following issues related to proximity to Sharpe Airfield and Stockton Metropolitan Airport:

- Noise contours for Sharpe Army Airfield and their relationship to residential and other noise sensitive uses.
- The safety hazards posed by tall structures, waterways, communications, dumps and landfills and reflective materials in close proximity to airport operations.
- State school location restrictions and their affect on future development.

As part of the General Plan process, the City may wish to adopt noise, height and safety restrictions within a specified area affected by Sharpe Airfield operations. Examples of such restrictions exist in the noise and hazard elements of the City of Stockton and San Joaquin County General Plans.

If you have any questions regarding these comments, please contact me or Debra Hale of my staff.

Very truly yours,

PETER D. VERDOORN
Executive Director



HENRY M. HIRATA
DIRECTOR

COUNTY OF SAN JOAQUIN
DEPARTMENT OF PUBLIC WORKS
P. O. BOX 1810 - 1810 E. HAZELTON AVENUE
STOCKTON, CALIFORNIA 95201
(209) 468-3000

EUGENE DELUCCHI
CHIEF DEPUTY DIRECTOR
THOMAS R. FLINN
DEPUTY DIRECTOR
MANUEL LOPEZ
DEPUTY DIRECTOR
RICHARD C. PAYNE
DEPUTY DIRECTOR

March 19, 1991

RECEIVED

Pam Carder, Planning Director
City of Lathrop
Planning Department
P.O. Box 1429
Lathrop, CA 95330

MAR 22 1991

Ans'd.....

SUBJECT: NOP DEIR FOR CITY OF LATHROP

Dear Ms. Carder:

The following comments are submitted in response to the scope and content of the environmental review for the above named project:

PUBLIC SERVICES DIVISION:

Traffic studies should cover both a local and a regional analysis of traffic impacts on the state highway system. Traffic impact fee structure that addresses local, county and state requirements is needed as well.

SOLID WASTE DIVISION:

The DEIR should address all of the items listed on the attached Waste Plan Format for all development projects within San Joaquin County.

Thank you for the opportunity to comment on this project. If you have any questions regarding this matter please call me at (209) 468-3073.

Sincerely yours,

Kenneth A. Hill
Kenneth A. Hill
Environmental Coordinator



HENRY M. HIRATA
DIRECTOR

COUNTY OF SAN JOAQUIN
DEPARTMENT OF PUBLIC WORKS
P. O. BOX 1810 - 1810 E. HAZELTON AVENUE
STOCKTON, CALIFORNIA 95201
(209) 468-3000

EUGENE DELUCCHI
CHIEF DEPUTY DIRECTOR
THOMAS R. FLINN
DEPUTY DIRECTOR
MANUEL LOPEZ
DEPUTY DIRECTOR
RICHARD C. PAYNE
DEPUTY DIRECTOR

SAN JOAQUIN COUNTY
WASTE PLAN FORMAT FOR DEVELOPMENT PROJECTS

I. Waste Generation Analysis

- A. Discussion of types of solid and hazardous waste that will be produced.
- B. Estimation of annual quantities of solid and hazardous waste that will be produced, per waste type identified in Section I, A above.

II. Waste Diversion Analysis

- A. Discussion of types of solid and hazardous waste that will be diverted from disposal by recycling methods.
- B. Discussion of processes that will be used that reduce the amount of waste that would normally be generated.
- C. Estimation of the annual quantity of solid and hazardous waste that will be diverted, per waste type identified in Section II, A & B above.
- D. Discussion of market availability for diverted materials.

III. Waste Storage

Discussion of methods that will be used to store solid and hazardous waste onsite, prior to collection for diversion or disposal, including discussion of types of storage containers to be used, location of storage areas on site plan, and access to storage areas by collection vehicles.

IV. Waste Collection

Discussion of methods that will be used to collect and transport recyclable materials to market and solid and hazardous waste to disposal sites.

V. Waste Disposal

Discussion of disposal facilities that will be used for disposal of solid and hazardous wastes that are produced, including identification of the facilities and impact on the facilities by the increased waste quantities.

VI. Records

Discussion of methods used to report to County, the annual quantities of waste diverted and or disposed.



CITY OF ESCALON

1855 COLEY AVENUE / P.O. BOX 248 • ESCALON, CALIFORNIA 95320-0248 • (209) 838-3556 • FAX (209) 838-8045

ESCALON CITY COUNCIL

David C. Ennis Mayor
James. W. Fulton Mayor Pro Tem
Leonard M. Beeman .. Council Member
Carl J. M. Vilen..... Council Member
Lynn Gentry Council Member
Jack B. Storne City Manager

March 19, 1991

Pam Carder, Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, Ca. 95330

RECEIVED

MAR 20 1991

Ans'd.....

Dear Ms. Carder,

The City of Escalon appreciates the opportunity to submit comments during the Notice of Preparation process for Lathrop's General plan.

Traffic generated by the proposed population of 85,000 over the next 20 years will affect Escalon, Southern San Joaquin County and Northern Stanislaus County. Recreational and commute traffic to and from Lathrop will use Escalon city streets and the State highway system.

Housing in Escalon will be affected if Lathrop's General Plan does not provide enough residential areas for the jobs which will be created.

The land use mix should be balanced to lessen the effects on surrounding cities.

- Thank you for the opportunity to comment.

Sincerely,

A handwritten signature in black ink, appearing to read "Jack B. Storne".

Jack B. Storne
City Manager

JBS:lor

cc: Escalon Planning Commission



CITY OF MANTECA

PLANNING DEPARTMENT

March 20, 1991

Ms. Pam Carder
Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, Calif. 95330

RECEIVED

MAR 22 1991

Ans'd.....

Dear Ms. Carder:

This reply is in response to your proposed Notice of Preparation and Initial Study for the Lathrop General Plan EIR.

As noted on the attached map, the general plan study area is quite ambitious, as delineated and described as part of the Project Description. Some initial observations.

Geographically, the Stewart Tract and areas south of the Highway 120 Bypass appear isolated and cutoff from a more practical study area boundary, as had been formerly delineated on the Sketch Plan Diagram. The addition of the proposed Gold Rush Theme Park and areas south of the Bypass, which includes Oakwood Lake, will have consequent major cumulative impacts upon Manteca and Tracy.

As you are, perhaps, aware, the Manteca General Plan Secondary Urban Service Boundary encompasses the area south of the Highway 120 Bypass which has also been included as part of your general plan study area. To date, the City of Manteca has not conducted further land use studies within this area. However, should staff/consultants be directed to do so, a future change in our sphere of influence and primary urban service boundary could be suggested. Some of Manteca's newest proposed development is proceeding within the south and southwesterly portions of our general plan primary urban service boundary. We would certainly look for a spirit of cooperation between our communities as we both seek future urban expansion.

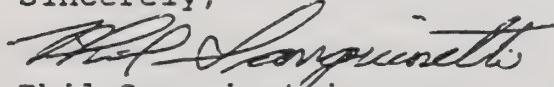
Three areas of your Initial Study Checklist do, however, concern me. First, Air Quality, 2(a); Would seem to deserve a "yes" answer. Afterall, general plan implementation will result in air emission increases, unless, a miracle occurs in the San Joaquin valley air basin. Second, Water Quality, 3(f), (g), (h), and (i); Again, plan implementation would seem that "maybes" on f,g, and h, and a "yes" on i would be more fitting. There will, no doubt, be further groundwater use and recharge concern, and San Joaquin flood plain proximity. Last, Transportation/Circulation/Traffic, 13(d) and (f); Even with the most recent residential development that has occurred in your community, movement of people and

1001 W. CENTER ST. • MANTECA, CA 95336 • (209) 239-8427

goods along the major east-west routes of Louise Avenue and Lathrop Road have added more commercial trip-ends between Lathrop and Manteca. "Yes, on d. Traffic hazard increases. Would certainly seem to be a "yes", on f.

Pam, we are looking forward to being a responding agency neighbor as you develop your first General Plan and EIR. Hopefully, the above comments will be helpful to you and your consultant.

Sincerely,



Phil Sanguinetti
Planning Director

cc: Dave Jinkens, City Manager

enclosure



CITY OF STOCKTON

OFFICE OF THE CITY MANAGER
STOCKTON, CALIFORNIA 95202-1997
TELEPHONE 209/944-8212

March 26, 1991

RECEIVED

APR 1 - 1991

Ans'd.....

Pamela R. Carder, Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

**COMMENTS ON THE NOTICE OF PREPARATION (NOP) FOR THE DRAFT EIR ON
THE CITY OF LATHROP'S GENERAL PLAN (SCH# 91022059)**

City staff have reviewed the attached NOP/Initial Study for the Draft EIR which is being prepared in relation to the City of Lathrop's General Plan and offer the following comments regarding the scope of the forthcoming Draft EIR. In general, many of the issues with which we would be concerned are listed in the NOP. However, we ask that the EIR specifically address the following issues:

1. The Draft EIR should address the potential effects of Lathrop's proposed expansion on the implementation of the following City of Stockton plans and proposals: the City's adopted General Plan; the adopted infrastructure/public facilities master plans, as amended; the adopted and proposed redevelopment plans and economic development plans; the proposed City of Stockton/San Joaquin County Enterprise Zone proposal; the on-going Stockton Special Planning Area Study; and other affected plans and proposals.
2. The project boundaries for the area north of Roth Road and east of I-5 Freeway (as shown on Figure 1, page 2 of the NOP/Initial Study) encroach into, and therefore conflict with, the City of Stockton's adopted "Planning Area Boundaries" and "Urban Service Area" boundaries as well as with the Local Agency Formation Commission's adopted "Sphere of Influence for Stockton" (see Figures C-3, D-3 and D-5 in the separately transmitted "Draft EIR for the City of Stockton General Plan Revision...", August 30, 1989). The proposed Lathrop General Plan boundaries should, therefore, be modified to rectify this conflict or the Draft EIR should address the need for and effects of an amendment to the existing Sphere of Influence, Planning Area, and Urban Service Area boundaries for Stockton.
3. The "Project Description" (page 1, second paragraph of the NOP/Initial Study) indicates that a "Focused EIR" will be prepared for the project. Pursuant to the State CEQA

Guidelines, Article II, Section 15166(a)(1), an EIR as part of a General Plan must address all of the points required to be in an EIR, as specified by Article 9 of the Guidelines ("Contents of EIRs"). A full scope "Program EIR" (Section 15168) and a "Master Environmental Assessment" (Section 15169) would be the appropriate types of environmental documentation for the adoption of a comprehensive General Plan, not a limited-scope "Focused EIR".

A "Program EIR" on the Lathrop General Plan would afford the opportunity to comprehensively address the cumulative and regional effects of subsequent urban development and to consider areawide alternatives and mitigation measures. For example, the Draft EIR should include: a planning area cumulative baseline traffic study; a regional air quality analysis; a regional jobs/housing balance study; a planning area fiscal and public facilities study; a regional analysis of the economic development impacts on the City of Stockton which may result from commercial and industrial development in Lathrop; a regional analysis of the impacts on, and mitigation programs for, the loss of agricultural land and wildlife habitat; a regional analysis of the effects of subsequent residential development in Lathrop on the projected residential development in Stockton; a regional analysis of the availability of, and effects on, groundwater and surface water supplies and the need for treatment and conveyance facilities; and any other applicable studies.

4. The "Project Description" (page 1, third paragraph) concludes that many of the questions contained in the environmental checklist deserve "no" answers because the General Plan will have secondary rather than primary impacts. We must take issue with this conclusion. The State CEQA Guidelines, Article 5, Section 15064(d) ("Determining Significant Effect") provides as follows:

"In evaluating the significance of the environmental effect of a project, the Lead Agency shall consider both primary or direct and secondary or indirect consequences."

Furthermore, Section 15378 (definition of "Project") provides that:

"'Project' means the whole of an action, which has a potential for resulting in a physical change in the environment, directly or ultimately,..."

Clearly, CEQA requires consideration of the primary and secondary effects which may occur as a result of the adoption of a land use element, a circulation element, and other mandatory and optional elements of the proposed General Plan, including a discussion of the effects of subsequent development which would be facilitated by the General Plan.

Pamela R. Carder, Planning Director

March 26, 1991

Page 3

5. In our opinion, the "Environmental Checklist" (pages 3 thru 6, Section B) should be modified to reflect "Yes" or "Maybe" answers, as follows:

- a. Item 2a -- Yes
- b. Item 3f -- Maybe
- c. Item 3g -- Yes
- d. Item 3h -- Maybe
- e. Item 5b -- Yes (Swainson's hawks)
- f. Item 5c -- Yes (Feral dogs and cats)
- g. Item 5d -- Yes (Swainson's hawk habitat)
- h. Item 6b -- Maybe
- i. Item 13d -- Maybe
- j. Item 15a -- Yes
- k. Item 21a -- Yes (Swainson's hawks)
- l. Item 21d -- Yes (Air Pollution, Noise, Traffic Congestion and Safety)

Section D (Determination), Item 3 (finding that an EIR is required) -- should be checked.

6. The "Discussion of Environmental Evaluation" (pages 7 thru 9) should be revised pursuant to the recommended changes in the "Environmental Checklist".
7. The Draft EIR should evaluate a range of alternatives, including, but not limited to: the "no project" alternative; alternative General Plan area boundaries; and alternative land use designations.

We appreciate the opportunity to comment on this Notice of Preparation/Initial Study for the proposed project and request that we be notified of any subsequent actions related to the project. If you have any questions regarding our comments, please contact Associate Planner Mike Niblock of the Community Development Department, Planning Division, at 944-8266.

*GARY C. INGRAHAM
ACTING CITY MANAGER*

GI:gs

Attachment

cc: LAFCO Executive Director w/attachment
1810 East Hazelton Avenue
Stockton, CA 95205

San Joaquin County Community Development Director w/attachment
1810 East Hazelton Avenue
Stockton, CA 95205

Pamela R. Carder, Planning Director

March 26, 1991

Page 4

City of Manteca Planning Director w/attachment
10001 West Center Street
Manteca, CA 95336

City of Stockton: City Council w/attachment
City Attorney w/attachment
Public Works Director w/attachment
Municipal Utilities Director w/attachment
Housing and Economic Development Director
w/attachment
Community Development Director w/attachment
Com. Dev./Planning Division Deputy Director
w/attachment

CITY OF TRACY

March 5, 1991

Robert Grunwald
Grunwald & Associates
350 Rivergate Way
Sacramento, CA 95831

Dear Mr. Grunwald:

Subject: City of Lathrop General Plan EIR

The following comments are provided in response to a Notice of Preparation for the City of Lathrop General Plan Environmental Impact Report (EIR).

The substantial development proposed including 85,000 population, Gold Rush theme park and related residential, commercial and industrial development will have impact on the entire region. Analysis should be expanded to evaluate impacts on a regional basis, particularly in the areas of air quality, water supply, wastewater treatment and disposal, congestion management and habitat conservation. Both Tracy, Manteca and south Stockton are likely to experience direct impacts resulting from the Lathrop General Plan.

Coordination of infrastructure and public services will be critical to successful development patterns. Access from east Tracy via MacArthur Drive, I-205, Business 205, Paradise Road, etc., will generate infrastructure and service demands outside the City of Lathrop which need to be mitigated.

The growth inducing impacts are significant for Lathrop and the region. Development patterns should be analyzed which maintain a buffer between communities rather than a continuous stretch of urban development from the Alameda County line along I-205 extending north on I-205 to Stockton and east along SR 120 to Manteca.

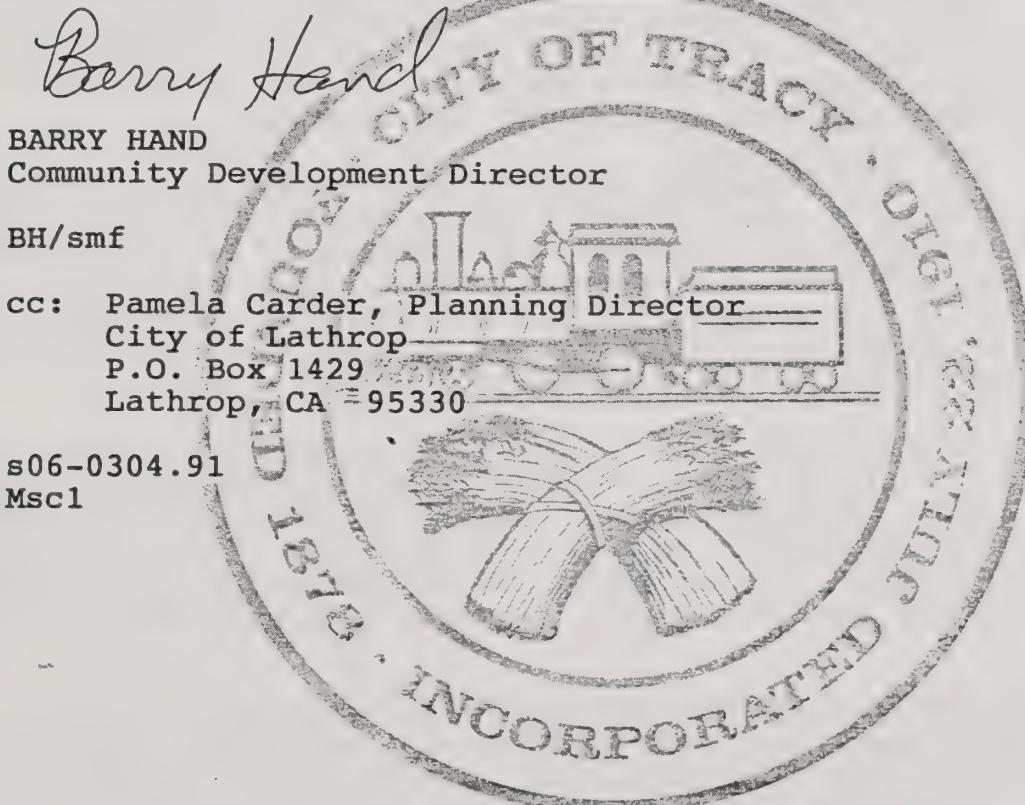
The environmental analysis should be expanded to include fiscal impacts on neighboring communities. The Lathrop proposal in conjunction with proposed new towns of Mt. House, Tracy Hills, and New Jerusalem/Vernalis have the potential to oversaturate the market resulting in an inability for any development to obtain a supporting base economy.

Letter to Robert Grunwald
Subject: City of Lathrop General Plan EIR
March 5, 1991
Page 2

Cumulative impact analysis should be completed from a San Joaquin County perspective and include eastern Alameda County, Southern Sacramento County, and northern Stanislaus County. Development proposals in these areas when totaled result in a substantial urbanized land use pattern.

Thank you for the opportunity to comment. Please notify us of future comment opportunities and meetings.

Sincerely,





SAN JOAQUIN FARM BUREAU FEDERATION

MEETING TODAY'S PROBLEMS / PLANNING FOR TOMORROW

April 24, 1991

RECEIVED

APR 25 1991

Ans'd.....

Pam Carder, Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

Dear Pam,

The San Joaquin Farm Bureau appreciates the opportunity to comment on City of Lathrop's Notice of Preparation of the Draft Environmental Impact Report for the Lathrop General Plan. Unfortunately, we only recently received it but would offer the following comments as our preliminary assessment.

It is our understanding that a General Plan focuses on a twenty year period however, some of the information in the project description seems to be alarming. The figure of 10,000 acres in your planning area should not promote urban sprawl and leap frog development. We would hope that higher densities in concentrated areas would be beneficial to the city. What is the current amount of land in the city limits of Lathrop?

The statement in the description that states that "most of the land lays west of Interstate 5 extending to the Sacramento River" and "about 5,000 acres lay west of the River involving the entire Stewart Tract", seems difficult to justify. This does not seem to promote growth that is contiguous to the existing city limits. What data was utilized to project a population of between 55,000-85,000?

In the EIR please address how this projected growth will impact farming operations and how you will mitigate the loss of farmland. There are many ways that should be considered, which include but are not limited to the following: conservation easements, transfer or purchase of development rights, contributions to farmland trusts, etc.

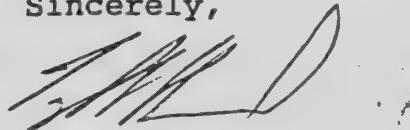
With the projections stated in the notice there would be obvious impacts on the air and water quality. Currently, the county is in non-compliance of state standards for Carbon Monoxide, Ozone and PM-10. The drought situation and the overdraft in the county of 270,000 acre feet is a major concern. The county recently adopted a policy, that I would strongly encourage the city to similarly adopt, which is as follows, "any General Plan Amendment submitted to the county should not result in the increased demand upon the water supply currently available to San

Joaquin County as of the date of adoption of this policy." The impacts on the groundwater supply should be thoroughly addressed. The cumulative impacts of the proposal must be considered.

The Farm Bureau's Land Use Policy is as follows, "Farm Bureau supports local planning which accommodates orderly, logical contiguous patterns of urban development in order to prevent premature conversion of economically viable ag lands. Farm Bureau opposes leapfrog development and believes that new town proposals be located where impacts on ag land can be satisfactorily mitigated and that new towns be self-supporting in typical city services and utilities." At our 1990 convention the organization took action to amend this policy to encourage addressing the jobs to housing balance.

Thank you for considering our comments.

Sincerely,



TYLER HAMMOND
Natural Resources
Program Director

TH:sig

RECEIVED

MAR 27 1991

Ans'd.....

Pacific Gas and Electric Company

Stockton Division
4040 West Lane
P.O. Box 930
Stockton, CA 95201
209/942-1728

March 18, 1991



Ms. Pamela R. Corder
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

Dear Ms. Pamela R. Corder, Planning Director:

SUBJECT: (Our File: 680) NOP FOR LATHROP GENERAL PLAN,
SCH #91022059

This is in reference to your letter dated February 14, 1991, regarding the above subject.

We have reviewed the NOP and have the following comments:

1. Any large proposed developments should address the possible need for future gas and electric facilities, including electric transmission and electric substation facilities.
2. All proposals should be sent to PG&E for review prior to approval by the City of Lathrop to P.O. Box 930, Stockton, CA 95201, Attention: Mr. Steve V. Koop, Division Land Supervisor.

Thank you for the opportunity to review this matter, if you have any questions please call Mr. George Palermo of my staff at (209) 942-1419.

Sincerely,

A handwritten signature in black ink, appearing to read "S. V. Koop".

S. V. Koop
Division Land Supervisor

GAPalermo:gp

cc: Greg Parker

cc: Mr. Robert E. Grunwald
Grunwalt & Associates
350 Rivergate Way
Sacramento, CA 95831

APPENDIX "D"
FINAL EIR RESPONSE TO COMMENTS

ORGANIZATION OF COMMENTS AND RESPONSES

Letters of comment received by the City of Lathrop on the Draft General Plan EIR are responded to in this Appendix "D" in the order listed below. Each Comment Letter is numbered in the lower right-hand corner of the first page of comment. Each Comment Letter requiring a response is followed by the response. In some cases, a response refers the reader to pages of the General Plan text or EIR text that have been modified to reflect the required response. Where such textual changes have been made, a cross-reference to the first comment letter to cover the subject is made in the margin opposite the affected text.

Note: Two late comments have been added as #'s 26 and 27.

Where similar comments have been received by more than one party, reference is made to the initial response to avoid redundancy. Generally, comments on the General Plan are responded to only where such comment is relevant to environmental concerns that are consistent with the purposes of the EIR and CEQA. Changes to the text of the General Plan called for by Comment Letters which do not relate to the purposes of the EIR are to be reviewed with the City Council by City staff, after Council certification of the EIR and prior to any Council action approving the project (i.e., prior to General Plan adoption).

ORDER OF COMMENT AND RESPONSE

Public Agencies and/or Their Representatives

1. Governor's Office of Planning and Research [no response required]
2. California Department of Conservation
3. California Department of Food and Agriculture
4. California Department of Water Resources
5. California Department of Transportation
6. California Department of Fish & Game
7. California State Lands Commission
8. San Joaquin County Local Agency Formation Commission
9. San Joaquin County Community Development Department
10. San Joaquin County Department of Public Works
11. San Joaquin County Public Health Services, Environmental Health Division
12. City of Manteca, Planning Department
13. City of Tracy, Planning Department
14. Manteca Unified School District
15. Manteca-Lathrop Fire District

Private Organizations and Individuals

- | | |
|---|---------------------------|
| 16. Morrison & Foerster, for Gold Rush City | 21. Frank & Barbara Terry |
| 17. Kearny Venture Ltd. | 22. Frankie B. Rieger |
| 18. Verner Construction | 23. Jerry Fuentes |
| 19. Reclaimed Islands Land Company | 24. Michael J. Barkley |
| 20. McDonough, Holland & Allen, for Dottie Rogers | 25. Eric Parfrey |



GOVERNOR'S OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET
SACRAMENTO, CA 95814

Sep 20, 1991

PAM CARDNER
CITY OF LATHROP
P.O. BOX 1429
LATHROP, CA 95330

Subject: LATHROP GENERAL PLAN
SCH # 91022059

RECEIVED

SEP 23 1991

Ans'd.....

Dear PAM CARDNER:

The State Clearinghouse has submitted the above named draft Environmental Impact Report (EIR) to selected state agencies for review. The review period is now closed and the comments from the responding agency(ies) is(are) enclosed. On the enclosed Notice of Completion form you will note that the Clearinghouse has checked the agencies that have commented. Please review the Notice of Completion to ensure that your comment package is complete. If the comment package is not in order, please notify the State Clearinghouse immediately. Remember to refer to the project's eight-digit State Clearinghouse number so that we may respond promptly.

Please note that Section 21104 of the California Public Resources Code required that:

"a responsible agency or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency."

Commenting agencies are also required by this section to support their comments with specific documentation. These comments are forwarded for your use in preparing your final EIR. Should you need more information or clarification, we recommend that you contact the commenting agency(ies).

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact Russell Colliau at (916) 445-0613 if you have any questions regarding the environmental review process.

Sincerely,


David C. Nunenkamp
Deputy Director, Permit Assistance

Enclosures

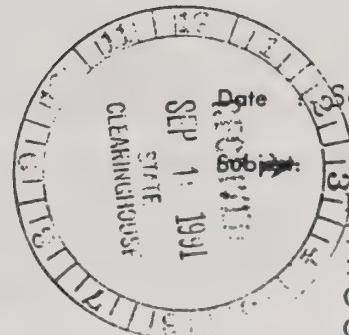
cc: Resources Agency

Memorandum

To : Mr. Douglas P. Wheeler
Secretary for Resources

Ms. Pamela Carder
City of Lathrop
Planning Department
P.O. Box 1429
Lathrop, CA 95330

From : Department of Conservation—Office of the Director



September 17, 1991

Draft Environmental
Impact Report (EIR)
for the Lathrop
Comprehensive
General Plan
SCH# 91022059

The Department of Conservation has reviewed the Draft Environmental Impact Report (DEIR) for the City of Lathrop's comprehensive General Plan. The planning area is comprised of approximately 15,000 acres, of which 8,000 acres are covered under Williamson Act contracts. The Department is responsible for monitoring farmland conversion on a statewide basis and also administers the California Land Conservation (Williamson) Act. Since the General Plan will impact prime agricultural and Williamson Act contracted lands, the Department offers the following comments.

A. Implementation of the General Plan will convert more than 10,000 acres of agricultural land. We recommend that an agricultural section be included in the Final Environmental Impact Report (FEIR) to specifically address issues related to conversion of Williamson Act contracted land and agricultural land. The loss of prime agricultural land should be identified and treated as a significant environmental impact (California Administrative Code (Section 15000 et seq., Appendix G (y)). Data should be included which identifies the types and relative yields of the various crops grown in the affected areas. A

B. A map which identifies the location of agricultural preserves, the number of acres and type of land in each preserve (i.e., prime/non-prime) should also be included. The impacts on Williamson Act contracted land should be assessed, including a discussion of the effects that termination of Williamson Act contracts would have on nearby properties also under contract. Information identifying the number, acreage, type and location of Williamson Act contracts should also be included. B

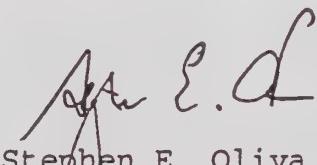
C. The impacts of farmland conversion should be expanded to include economic multipliers, such as those used in the University of California Cooperative Extension's study, "Economic Impacts of Agricultural Production and Processing in Stanislaus County."] C

D. Additional mitigation measures and alternatives that would lessen farmland conversion impacts should be addressed. These could include directing urban growth to lower-quality soils in order to protect prime agricultural land, increasing densities or clustering residential units to allow a greater portion of the planning area to remain in agricultural production, establishing buffers such as setbacks, berms, greenbelts and open-space areas to separate farmland from urban uses and adopting a D

Mr. Douglas and Ms. Carder
Page Two

farmland protection program that utilizes such land-use planning tools as transfer of development rights, purchase of development rights or conservation easements, and farmland trusts.

The Department appreciates the opportunity to comment on the Draft Environmental Impact Report. We hope that the farmland conversion impacts and the Williamson Act contract impacts are given adequate consideration in the Final Environmental Impact Report. If I can be of further assistance, please feel free to call me at (916) 322-5873.



Stephen E. Oliva
Environmental Program Coordinator

cc: Kenneth E. Trott, Manager
Office of Land Conservation

RESPONSE TO COMMENT LETTER #2 - Dept. of Conservation

- A. Inclusion of Agricultural Section in EIR. The EIR already contains a section covering the subject of agricultural land, including Williamson Act contract lands, on pp. 8-D-2, 3 & 4. The loss of prime agricultural land is treated as a significant and irreversible impact on the above referenced pages and in Part VIII, Section G. Data is also included as to the types and relative yields of the various crops grown in the affected areas.
- B. Agricultural Preserves. A map has been included in Part III, Environmental Setting, indicating the relative extent of Williamson Act contract lands within the Lathrop Planning Area.
- C. Economic Impact of Farmland Conversion. The economic multiplier effect of farmland conversion has been included under Agricultural Land Conversion, Impact #2, p.8-D-3.
- D. Additional Mitigation Measures. The additional mitigation measures cited by the Department were considered as follows. Lower quality soils are not available; the clustering of residential units is encouraged in SPA (sub-plan area) #2 and #3 because of the amount of recreation open space required; farmland is separated from proposed urban use by levees which surround the Stewart Tract, by the San Joaquin River and by a recreation open space corridor along the northern fringe of the urban pattern in SPA #2. An important decision mid-way through the General Plan program was to cut back substantially on the amount of urban expansion within SPA #2. An original proposal to eventually urbanize northerly to the vicinity of Bowman Road was changed, saving approximately 2,400 acres of prime agricultural land from the prospect of conversion.

Memorandum

To : Russ Colliau
State Clearinghouse
Office of Planning and Research
1400 Tenth Street, Room 121
Sacramento, California 95814

Date : September 16, 1991

Place : Sacramento

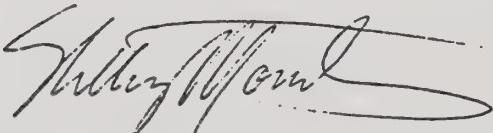
From : Department of Food and Agriculture --1220 N Street, P.O. Box 942871
Sacramento, CA 95814-0001

Subject: SCH No. 91022059 -- Lathrop General Plan and EIR

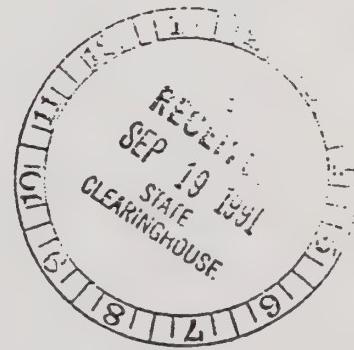
The California Department of Food and Agriculture (CDFA) appreciates the opportunity to review the Draft Environmental Impact Report (DEIR) on the City of Lathrop General Plan.

- A. The primary concern the CDFA has with this General Plan is the conversion of over 5,000 acres of prime agricultural land to urban uses. We would prefer that development occur on non-prime or non-agricultural land so that prime land can be protected.
- B. Ninety percent of the lands in Sub-Planning Area 2 are under Williamson Act contract, yet some of those lands are proposed for development. What is the proposed method for removal of such contracts when contracted land is to be developed?
- C. The CDFA recommends enactment of a Right-to-Farm Ordinance to protect existing agricultural operations from being considered a nuisance by incoming residents as residential developments expand into agricultural areas.
- D. The CDFA would prefer implementation of Alternative 1, as it would preserve 1,600 more acres of farmland while still allowing for substantial growth of the City.

Sincerely,



Shelley Mountjoy
Environmental Reviewer
Agricultural Resources Branch
(916) 322-5227



cc: San Joaquin County Agricultural Commissioner
California Association of Resource Conservation Districts

RESPONSE TO COMMENT LETTER #3 - Dept. of Food & Agriculture

- A. Preference for Using Non-Prime Land. If the option were available, the City of Lathrop would also prefer expanding into non-prime lands rather than prime lands.
- B. Method of Williamson Act Contract Cancellation to be Followed. The procedure for cancellation of Williamson Act contracts is provided in Section 51245 of the Government Code. Basically, it will require that affected land owners must first notify the County by a Notice of Non-Renewal of their intent to not renew their contracts, followed by findings of the Lathrop City Council that cancellation is consistent with the purposes of the Williamson Act or is in the public interest. To reach the point of findings, the property must first be annexed to the City so that the City can succeed to responsibility for contract management from the County. Prior to annexation, the General Plan calls for the preparation of one or more Specific Plans involving mutual interests in the development of property. This requirement will avoid the premature conversion of ag land to urban use and assure the physical integrity of remaining ag land (including contracted land). All of the above presupposes that the affected lands will have been included in an expanded sphere-of-influence by the San Joaquin County LAFCO.
- C. Right-to-Farm Ordinance. The City of Lathrop has already adopted a right-to-farm ordinance as an important means to minimize the potential for urban-agricultural conflicts along the margin between urban and ag lands. The ordinance is discussed briefly in Part V - Resource Management Element.
- D. Preference for Alternative 1. The Department's preference for implementing Alternative No. 1 as described in the EIR is noted. This alternative would reduce the amount of area to be urbanized within SPA #3 (the Stewart Tract).

Memorandum

Date : September 16, 1991

To : 1. Projects Coordinator
2. City of Lathrop
16775 Rowland Road, Suite #1
Lathrop, CA 95330

From : Nadell Gayou, Chief
Environmental Review *N. Gayou*
Department of Water Resources

Subject: Lathrop General Plan and EIR (SCH #91022059)

The attached response signed by Fred Bachmann, dated September 13, 1991, constitutes the Department of Water Resources comments and recommendations on the subject report.

Attachment

OFFICE MEMO

TO: Nadell Gayou, Senior Engineer DLA	DATE: September 13, 1991
FROM: Fred Bachmann, Chief South Delta Management <i>NJS for Bachmann</i>	SUBJECT: Comments on the General Plan and Draft Environmental Impact Report for the City of Lathrop <i>9/13/91</i>

A copy of the draft "Comprehensive General Plan & Environmental Impact Report" for the City of Lathrop was reviewed by South Delta Management staff and the following constitutes our comments concerning this document. The "General Plan Diagram" included with the document indicates that marinas are planned for purposes of recreational development of areas along the San Joaquin River and adjacent to the City of Lathrop within the next two decades.

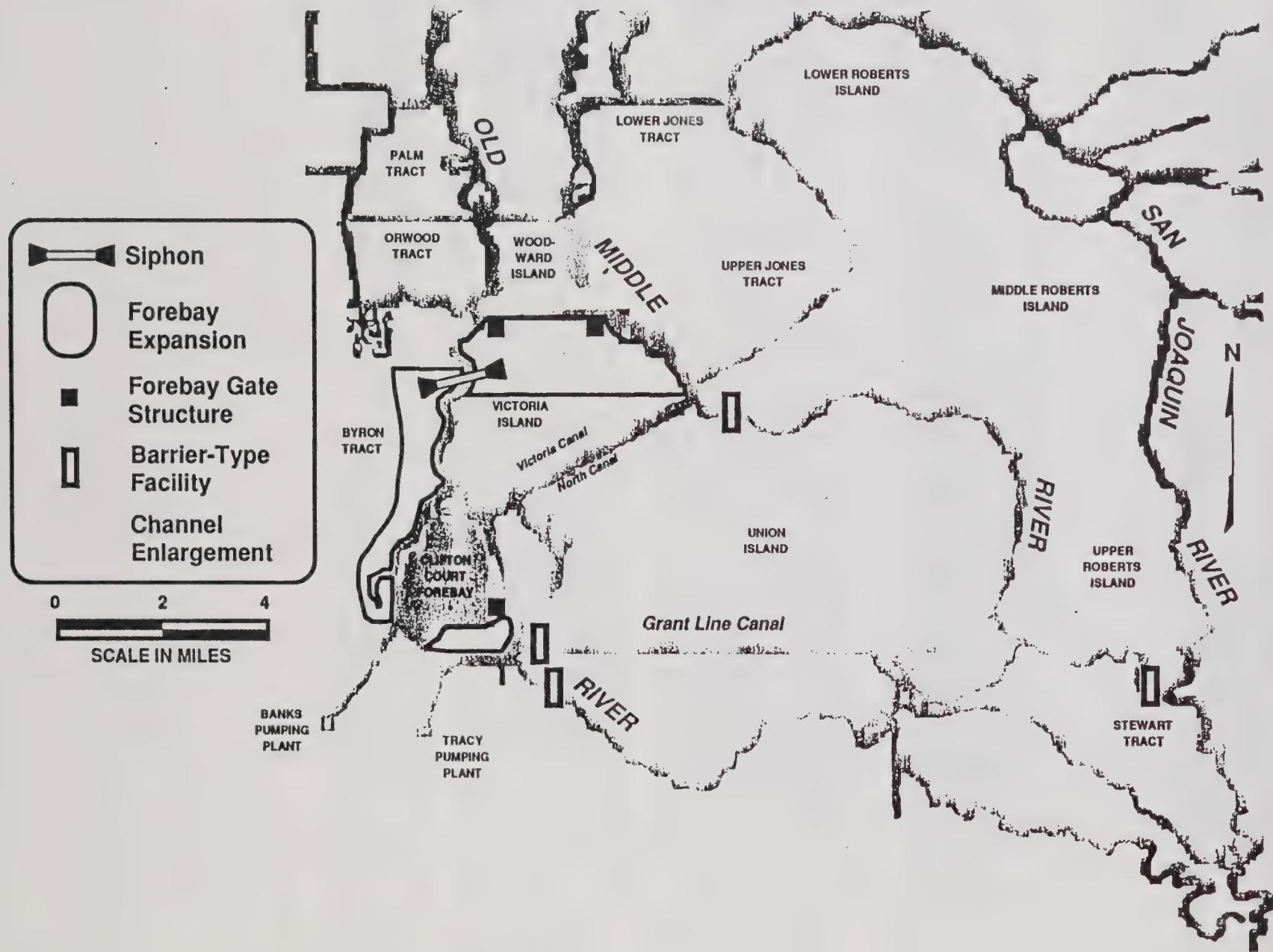
According to this diagram, some of the marinas will be located within the immediate vicinity of Old River barrier at the confluence of San Joaquin River as described in the draft Environmental Impact Report for the South Delta Water Management Program (SDWMP). (See attached map showing the location of this barrier.) It is our concern that these marinas may have some impact on the operation of the barrier and that increased wastewater discharges associated with the planned developments would have a negative impact on water quality in South Delta channels. A

The proposed marinas will probably result in an increase in waterborne traffic with a consequent increase in usage of waterways in the South Delta region. The increase in boat traffic in the South Delta channels and its impact on the operation of the proposed barriers should be studied. In addition short-term negative impacts associated with construction of the planned marinas (for example, siltation or scour) could also adversely impact South Delta channels, channel barriers and their operation. B

We encourage further study of these issues and we anticipate that the General Plan & DEIR for the City of Lathrop will take into consideration SDWMP's existing and planned facilities. If you have any questions or comments please call me at 653-0088.

Attachment

SOUTH DELTA WATER MANAGEMENT PROGRAM PREFERRED ALTERNATIVE



RESPONSE TO COMMENT LETTER #4 - Department of Water Resources

- A. Marina Location in re Old River Barrier. The location of the marina in question, and all other marina proposals, is intended to be diagrammatic. However, the location close to Old River is intended to be on the San Joaquin River east of the Old River barrier. The General Plan reflects the need for more specific study of potential impacts of marinas if and when they may be proposed for actual development, including the permitting process involving the State and the Corps of Engineers.
- B. Impact of Marinas on Waterborne Traffic. if any of the proposed marinas develop, they will add to the existing waterborne traffic along the San Joaquin River, with consequent increase in the usage of waterways of the South Delta region. The extent to which marina development may occur is purely speculative at this time. There are two (state and local) boat launching facilities within the Lathrop planning area which the General Plan assumes will continue to serve the general public. Three other marina locations are shown generally on the General Plan Diagram north (1) and south (2) of the San Joaquin River/Old River confluence. If any of these proposals are to be realized, they must stand the tests of further environmental evaluation and of the state/federal permitting process mentioned under para. A., above.

STATE OF CALIFORNIA - BUSINESS, TRANSPORTATION AND HOUSING AGENCY

PETE WILSON, Governor

DEPARTMENT OF TRANSPORTATIONP.O. BOX 2048 (1976 E. CHARTER WAY)
STOCKTON, CA 95201

(209)948-7906



September 20, 1991

10-SJ-I-5 PM 14.84-21.30
Lathrop City General Plan
Draft EIR
SCH #91022059

Ms. Pam Carder, Deputy Director
Community Development/Planning
16775 Howland Road
Lathrop, CA 95330

Dear Ms. Carder:

Caltrans appreciates the opportunity to be included in the environmental review process for the City of Lathrop General Plan (GP), Draft Environmental Impact Report (DEIR).

A. Page I-5, Second Paragraph - The General Plan DEIR does not adequately address future public/private projects with potential impacts and needed mitigation. Throughout the DEIR much specific project detail is deferred to a time when a specific project can be identified. An example is found on page VIII-D-19, Other Consideration and Mitigation Measures, #3, 4, 5 and 6. As CEQA law and air quality standards become more stringent in the years ahead, future projects will be subjected to more comprehensive EIR impacts/mitigation evaluations.

B. Page III-3, Figure III-2 - Lathrop planning area maps in the DEIR should graphically depict the proposed interchange at I-5/Squires Road for consistency between maps and the DEIR narrative.

C. Page IV-A-4, Figure IV-1 - The Lathrop General Plan diagram map shows Pioneer Road extending from Paradise Cut to I-205. The correct designation should be Paradise Road.

D. Page IV-B-5 Policies #3, Policies and Proposals for Expressways and Arterials - The Advance Planning department recommends expansion of the paragraph to include the design of arterial streets with a structural section, turning radii and acceleration lanes for truck traffic. The state highways and interchange ramps should be designed for heavy truck traffic. This means a structural section upgrade to a Traffic Index (TI) greater than 12.0.

E. Figure VIII-3 - The 2012 traffic volumes shown on I-5 and I-205 (south and west of State Route 120), are less than the most recent SJCCOG regional model for year 2010 which contains only the existing General Plan growth. Comparing Figure VIII-3 to Figure VIII-10 it appears total peak hour volumes on the State Highway System (SHS) are generally higher without Gold Rush City, than volumes shown with Gold Rush City.

F. Page VIII-D-19, Other Considerations and Mitigation Measures - A planning study by the City of Lathrop and developer must be undertaken. Caltrans will provide the direction and review for the study.

Ms. Pam Carder
September 20, 1991
Page 2

G. Page VIII-E-5 - The listing of total ADT generated within the planning area is indicative of the generalized theme throughout the Lathrop General Plan DEIR. The traffic analysis is incomplete, so the magnitude of the impacts to the SHS cannot be determined.

H. Caltrans recommends meeting with the City of Lathrop to establish the parameters by which the city can conduct a comprehensive traffic analysis. In addition, Caltrans recommends drafting an MOU as a prerequisite for a PSR to specifically determine adequate mitigation. Mitigation measures in the GP DEIR do not deal with specifics and amount to discussions only.

Please provide Caltrans with a copy of the Final Environmental Impact Report (FEIR) when it becomes available. Any questions regarding these comments may be directed to Barney Bender at (209) 948-7936.

Sincerely,

Barney J. Bender

from DENNIS AZEVEDO
Chief, Transportation
Planning Branch "B"

cc: G Dickson/SJCCOG
R Colliau/State Clearinghouse

G

H

RESPONSE TO COMMENT LETTER #5 - Department of Transportation

- A. Limitations to the Use of the EIR. The comment is noted and accepted. The referenced paragraph on p. 1-5 of the document has been deleted.
- B. Figure III-2. Since Figure III-2 is only intended to depict the boundaries of the Lathrop planning area in relation to selected existing physical features, it would not be appropriate to include the proposed Squires Rd. interchange. In any event, the previously proposed interchange at Squires Road has been deleted because it is not required in the 20 year planning period.
- C. Road Naming Error. The name "Pioneer Road" has been replaced with "Paradise Road", as recommended.
- D. Structural Section for Arterial Streets: The need for a structural section is noted and accepted. However, the section should be provided as part of a set of graphic standards to be prepared by the City Engineer separate from the General Plan document.
- E. General Plan Traffic Model Projections v. SJCCOG Regional Model Projections. The preliminary projections prepared by the SJCCOG have only recently been issued (late September, 1991) and were not available in May-June, 1991 when the traffic model was run for General Plan land use. However, new projections have been developed for this final document which take better account of regional as well as local traffic demands and which are more consistent with the COG model. These new projections are shown and described in Part IV-B of the General Plan.
- F. Need for Planning Study. The need for a "planning study" must be placed in the perspective of the 20 year projections and proposals of the General Plan. The requirement for monitoring changes in traffic conditions well in advance of the need for major improvements to elements of the Interstate and State Highway system (along with local expressways and arterials) has been added to the end of Part IV-B as an essential component of the on-going transportation planning process for Lathrop. Within this framework of monitoring and information update, the City can proceed to undertake (in cooperation with Caltrans) such planning studies as may be appropriate in consideration of the need to anticipate improvements required at various stages of development under the General Plan.
- G. Listing of Total ADT. The listing of Total ADT on page 8-E-5 was not for purposes of traffic analysis, but rather to indicate the magnitude of trip reductions that could be expected under Alternate 1 to the proposed General plan.
- H. Recommendations for Meeting with the City. Caltrans offer to meet with the City to discuss the need for continuing comprehensive traffic analysis is noted and accepted. See response under para. F of this comment letter.

State of California

Memorandum

To : 1. Projects Coordinator
Resources Agency

Date : September 18, 1991

2. City of Lathrop
16775 Howland Road, Suite #1
Lathrop, California 95330

From : Department of Fish and Game

Subject: City of Lathrop's Comprehensive General Plan (General Plan) and Draft Environmental Impact Report (EIR), San Joaquin County, (SCH 91022059)

The Department of Fish and Game (DFG) has reviewed the General Plan and the accompanying Draft EIR. The project is located in central San Joaquin County and involves all of the existing Sphere of Influence (SOI) and other surrounding lands. The project consists of a plan which will guide the growth of Lathrop over the next 20-year planning period. If approved, the project would lead to the conversion of nearly 5,000 acres of agricultural land and natural habitats to urban uses and, therefore, could significantly impact existing fish and wildlife resources.

Our review of the General Plan/Draft EIR has revealed a number of deficiencies in the document which we believe result in a failure to comply with the California Environmental Quality Act (CEQA). In general, these deficiencies result from a failure to provide an adequate inventory of fish and wildlife resources and the potential for the proposed project to negatively impact these resources. Consequently, measures outlined in the Draft EIR to avoid or mitigate potential impacts to fish and wildlife are also inadequate.

The Department recommends against certification of the General Plan/Draft EIR unless it is amended to thoroughly address and mitigate the potential impacts to fish and wildlife resources as outlined below.

1. The General Plan/Draft EIR fails to adequately inventory, locate, and map existing species of fish and wildlife and their habitat. While the plan does contain a brief listing of plants and wildlife observed during initial site surveys, A. the listing only covers one area within the General Plan area (Stewart Tract). In addition, there is no inventory of wildlife that may occur on the remainder of the General Plan area and there is no inventory of fish species that may be impacted by the proposed project.

A

1. Projects Coordinator
2. City of Lathrop
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Page Two

A The fish and wildlife inventory information contained in the General Plan/Draft EIR must be revised based on specific site surveys conducted by qualified biologists. These surveys should result in information regarding the numbers and kinds of fish and wildlife that inhabit the entire planning area. Adequate information would include:

- a. A map showing the major habitat types within the planning area (i.e., agricultural lands) and significant habitat features (i.e., the San Joaquin River, wetlands, etc.).
 - b. Lists of plants and animals that inhabit the planning area and a description of the various plants and wildlife associated with the major habitat types.
 - c. A discussion of the potential impacts associated with changes in habitat resulting from implementation of the draft general plan. The document should include alternatives which avoid or minimize losses of wildlife habitat; [this point was first raised in our comment letter of March 18, 1991 on the Notice of Preparation (NOP) for this Draft EIR].
2. The General Plan/Draft EIR fails to adequately address potential impacts to threatened, endangered, and sensitive species. While the document does address the State-listed threatened Swainson's hawk, the mitigation measures identified to protect this species are inadequate [See 2 (d) below]. The project's impacts on other State- or federally-listed threatened or endangered species which may inhabit the project area are not addressed; (these species are listed in our NOP comment letter of March 18, 1991.)

B.

B

The General Plan/Draft EIR must be revised to include a discussion of all threatened, endangered, and sensitive species based on field surveys by qualified biologists. This discussion should also be based on and include:

- a. A search of all relevant information regarding the presence or possible presence of sensitive species within the planning area including appropriate data base records and contact with individuals knowledgeable with the local area.
- b. A map showing known and potential habitat areas for sensitive species. Currently, the General Plan/Draft EIR only contains a map showing the presence of

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B

Swainson's hawk (Buteo swainsoni). The document should also be revised to include a map showing the location of all other threatened, endangered, and sensitive species and their habitat as well as a discussion of the potential for significant impacts.

B

- c. A discussion of the means of avoiding impacts to all threatened, endangered, and sensitive species within the project area. If it is not possible to avoid impacts to such species, the General Plan/Draft EIR should contain the means of mitigating these impacts to a less than significant level.
- d. The General Plan/Draft EIR mentions the City of Lathrop's possible participation in a proposed Habitat Conservation Plan (HCP) for Swainson's hawk. The HCP referred to is actually a conceptual plan and has not been adopted by any jurisdictional planning agency at this time. It is, therefore, inappropriate to refer to this conceptual plan as mitigation for the anticipated loss of Swainson's hawk habitat.
- C. 3. The General Plan/Draft EIR fails to adequately inventory and map riparian and other wetland habitats including specific policies that deal with preservation and mitigation for these sensitive habitats. This is also true for other sensitive habitat types such as vernal pools and oak groves; (this point was first raised in our NOP comment letter of March 18, 1991). The General Plan/Draft EIR must, therefore, be revised to include maps which locate important habitat areas and General Plan policies which adequately protect these areas.
- D. 4. The General Plan/Draft EIR does not contain a monitoring plan to assure that mitigation measures are implemented and are effective. In order to comply with Public Resources Code Section 21081.6, a detailed monitoring program must be developed for all required mitigation conditions. The General Plan/Draft EIR must be revised to include the following:
 - a. Specific criteria to measure effectiveness of mitigation.
 - b. Annual monitoring for a minimum of five years. Annual written reports submitted to the lead agency and the DFG.

C

D

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- c. Annual monitoring reports, each of which include corrective recommendations that shall be implemented in order to ensure that mitigation efforts are successful.

E. Additionally, the General Plan/Draft EIR mentions the planning of recreational/open space amenities as wildlife habitat. Features such as residential lagoons and lakes, golf courses, urban parks, and playing fields, usually do not provide meaningful habitat for wildlife and therefore, should not be considered when planning for overall wildlife habitat needs. Generally speaking, fish and wildlife require relatively large areas of habitat with a relatively light level of disturbance.

For the reasons outlined above, the DFG finds that there are a number of faults in the General Plan/Draft EIR which we believe result in a failure to comply with the CEQA. The DFG, therefore, recommends against certification of the General Plan/Draft EIR unless it is amended to thoroughly address and mitigate the potential impacts to fish and wildlife resources.

In addition, please note that the DFG believes the project is subject to a filing fee pursuant to Fish and Game Code Section 711.4 (AB 3158). If a Negative Declaration is filed by the County pursuant to Public Resources Code Section 21080(c), the fee will be \$1,250, payable to the County Clerk when the Notice of Determination is filed. If an EIR is filed, the fee will be \$850.

Pursuant to Public Resources Code sections 21092 and 21092.2, the DFG requests written notification of proposed actions and pending decisions regarding this project. Written notification should be directed to this office.

If the DFG can be of further assistance, please contact Mr. Bob Mapes, Associate Wildlife Biologist, or Ms. Patricia Perkins, Wildlife Management Supervisor, Department of Fish and Game, Region 2, 1701 Nimbus Road, Suite A, Rancho Cordova, California 95670, telephone (916) 355-7010.

Pete Bontadelli
 Pete Bontadelli
 Director

cc: Ms. Patricia Perkins
 Department of Fish and Game
 Rancho Cordova, California

RESPONSE TO COMMENT LETTER #6 - Department of Fish & Game

- A. Existing Habitat East of the San Joaquin River. The document did indeed discuss habitat east of the San Joaquin River, but in less detail than is required for the Stewart Tract because of the extensive loss of habitat that has occurred over the years through levee alteration and farming activity. Nevertheless, the discussion has been expanded as part of a major reorganization of information now included in Part III, as recommended by the Department of Fish & Game and others. Additional information has been provided in Part III, Environmental Setting, in response to the Department's comments, including a discussion of significant oak groves and fisheries. In its review, the Department may have missed the discussion of existing habitat because of the considerable description included under Open Space for Natural and Human Resources, as part of the Resource Management Element, rather than in Part III where it is now located.

The request for detailed habitat and species information is covered further under para. B, below.

- B. Potential Impacts to Threatened, Endangered and Sensitive Species.

The need to conduct detailed surveys at the General Plan level is questioned in consideration of Section 15146 of CEQA Guidelines pertaining to "Degree of Specificity". The document does, however, discuss the existence of known and probable habitat of threatened and endangered species, and the consequent need to conduct detailed surveys at the proper season of the year when the quantity and quality of such habitat can be identified as important input to the preparation of Specific Plans for development projects. It is an absolute policy of the General plan [see Part V] that no development shall be approved by the City which does not reflect the findings of more detailed environmental analysis pertaining to fish and wildlife habitat. Additional policies have been included in Part V which serve as mitigation measures needed to satisfy the Department's recommendations.

Use of the conceptual Habitat Conservation Plan for the Swainson's hawk as if it provided necessary mitigation is not intended. Policies call for the City to develop such a plan working in coordination with the Department of Fish & Game.

- C. Riparian and Other Wetland Habitat.

In its review of the document, the Department has apparently missed the discussion of Wetlands and Navigable Waters Policy Issues, the mapping of wetlands and navigable waters, and policies and proposals for habitat retention and enhancement that appeared on pp. 5-10 through 5-14 of the Resource Management Element but which are now located in Part III. The problem of finding relevant discussion has been solved by the reorganization and addition of information within the discussion of the Environmental Setting.

- D. Monitoring Plan.

Developing an adequate monitoring plan would first require the detailed studies of biological resources mentioned under para. B, above, which are to be made available in the context of the Specific Plan process.

- E. Recreational/Open Space Amenities as Habitat. The Department is correct in its assessment that features such as "... residential lagoons and lakes, golf courses, urban parks, and playing fields

usually do not provide meaningful habitat for wildlife, and therefore should not be considered when planning for overall wildlife habitat needs". In further response, however, it has been demonstrated that careful attention to habitat opportunities in an urban setting can create meaningful habitat where it otherwise would not be created at all.¹

In its review of the document, the Department has not mentioned what the City considers to be significant description of policies for habitat retention and conservation in Part V - the Resource Management Element. Of special significance are policies which call for the improvement of natural habitat along waterways and the creation of new habitat within multi-purpose open space area designated for reuse of treated wastewater for wildlife management and recreation. All of the Paradise Cut which borders SPA #3 on the southwest for a stretch of nearly four miles contains riparian vegetation and scattered wetlands that are to be preserved and, where appropriate, enhanced.

¹ See *Integrating Man and Nature in the Metropolitan Environment*, Proceedings of a National Symposium on Urban Wildlife, November, 1986, and *Wildlife Reserves and Corridors in the Urban Environment, A Guide to Ecological Landscape Planning and Resource Conservation*, 1989, published by the National Institute for Urban Wildlife.

STATE LANDS COMMISSION

LEO T. McCARTHY, Lieutenant Governor
GRAY DAVIS, Controller
THOMAS W. HAYES, Director of Finance

EXECUTIVE OFFICE
1807 - 13th Street
Sacramento, CA 95814
CHARLES WARREN
Executive Officer

September 23, 1991

Ms. Carol Whiteside
State Projects Coordinator
The Resources Agency
1416 Ninth Street, Room 449
Sacramento, California 95814

Mr. John Bingham
City Manager
City of Lathrop
16775 Howland Road, Suite 1
Lathrop, California 95330

Dear Ms. Whiteside and Mr. Bingham:

Staff of the State Lands Commission has reviewed the draft Comprehensive General Plan and Environmental Impact Report for the City of Lathrop (SCH 91022059). Under the California Environmental Quality Act (CEQA), the City of Lathrop is the Lead Agency and the State Lands Commission (SLC) is a Responsible and a Trustee Agency.

STATE LANDS COMMISSION JURISDICTION

Please reference our attached comments dated March 26, 1991 responding to the Notice of Preparation of this draft EIR.

ENVIRONMENTAL ANALYSIS**General Comments**

Page I-5 of the DEIR indicates it is the City's intent to avoid subsequent EIR's for site specific projects "when the potential impacts and needed mitigation are adequately addressed by the General Plan EIR". However, in our opinion the DEIR does not contain the level of detail which is required under CEQA for site specific projects located within and adjacent to the State's sovereign lands. In addition, further review of proposed activities within the General Plan area may reveal potential impacts, not now anticipated, which will require analysis. Therefore, it is important that the City ensure that all interested parties understand that, as individual project proposals within the General Plan area come up for approval, additional site specific environmental analysis will be required.

A A

We would like to emphasize that any specific terms and conditions of regulatory agencies, such as the State Department of Fish and Game, the U.S. Fish and Wildlife Service, which may be used to mitigate potential adverse effects for this specific project should be incorporated into the document. Citizens for Quality Growth v. City of Mount Shasta (198 Cal. App. 3d 433) held that it is not adequate to merely rely on future compliance with regulatory programs of other agencies when considering mitigation measures. In addition, Sundstrom v. County of Mendocino (202 Cal. App. 3d 296, 307) determined that future studies are insufficient mitigation. Instead, its findings require that detailed information about the project effects be provided to agencies and the public.

In general, the document is difficult to use. There are many inconsistencies between the General Plan (Sections I-VII), the DEIR Impact Summary (Section VII-A/C), and the main body of the DEIR text (Section VIII-D),

Water Resources

Water Supply. The proposed General Plan, page IV-D-3, suggests that the Stanislaus River or "waters from other sources which drain to the Sacramento-San Joaquin Delta" would be considered as possible sources for water supply needs for Lathrop. The DEIR does not discuss the impacts of such actions by Lathrop, alone or taken cumulatively, on Public Trust resources of the waterways which would be affected, including Delta channels, and the Stanislaus and American Rivers. It should be noted that page VIII-A/C-11 is the only place where the American River watershed is mentioned; this proposal should be added to section IV of the General Plan and pages VIII-D-5, 6 of the DEIR. The impact analysis should recognize that the existing flow regimes of the lower American and Stanislaus rivers as well as Delta waterways are considered inadequate for full protection of public trust resources. In particular, flows are inadequate for anadromous fish populations, which are currently threatened with extinction or extirpation. It is thus critical that the issue of water supply address cumulative impacts.

Wastewater discharge and treatment. The DEIR does not discuss this issue, although the subject was addressed in Section IV of the General Plan. There should be an analysis of potential impacts due to the various alternatives for the management of waste water proposed.

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Page Three

Biological Resources

E. **E**
Baseline. It would be desirable to describe the existing biological resources in one place in the document. Presently, some baseline information is found under Environmental Setting, some in Section V of the General Plan, and some in Section VIII of the DEIR. However, even taking all the information in the document, there are some critical gaps in information necessary for informed decision-making. Examples of such data gaps are:

- o There should be a description of the biotic resources of Sub-Plan Area #1.
- o There should be maps of the biotic resources of Sub-Plan Area #'s 1 and 2.
- o Fisheries issues should be discussed both in the General Plan and DEIR.
- o There is almost no recognition of the habitat value of agricultural land except for the Swainson's hawk. The General Plan and EIR should discuss the use of agricultural lands by other animals such as small mammals, raptors, overwintering waterfowl, other waterbirds, and upland game species.

F. **F**
Swainson's hawk: With regard to the State-listed threatened Swainson's hawk, the City has, in our opinion, misinterpreted certain provisions of the California Endangered Species Act. The DEIR on page VIII-D-9 states that if the City cannot reach agreement for species management, e.g. in a Habitat Conservation Plan (HCP), pursuant to § 2081 of the Fish and Game Code, then the City would be able to adopt a Statement of Overriding Considerations for impacts to the species. It is our understanding that this option is only available to state agencies which have entered into consultation, as specified in § 2090-92 of the Fish and Game Code. The only way the City could authorize actions which result in take to this species is with a § 2081 agreement.

G. **G**
The DEIR on page VIII-D-9 correctly recognizes that application of an approach to protect Core, Secondary, and Tertiary Conservation Areas "effectively rules out a potential for any development within SPA's #2 and 3 and could even affect lands now within the City Limits designated for residential, commercial, and industrial development." Clearer maps should be provided which show the overlap of Core, Secondary, and Tertiary management zones for the Swainson's hawk and the Lathrop planning area. Given the

dominating influence the Swainson's hawk issue will have over the City's planning process, it may not serve any purpose to proceed with the General Plan process until species management is resolved satisfactorily with the Department of Fish and Game.

H. H
Wetlands and Riparian Habitat. We support the treatment of sensitive wetland habitats as stated on page VIII-D-10 of the DEIR "General Plan policies call for the protection of all existing riparian vegetation, wetlands and watercourses." In light of this, the DEIR reports that "No additional mitigation is required" However, elsewhere in the DEIR as well as in the General Plan, we find language that indicates that something less than full protection will occur. For example, on page V-13, it is proposed to seek the "retention of most of the habitat which now exists" and on Page VIII-A/C-11 it is stated that mitigation measures include the "protection and enhancement of significant riparian habitat wherever it occurs" (emphasis added). Note that the latter measure does not include wetlands nor does it include a definition of "significant". Page V-13 also states that "the objective of habitat retention calls for: ...The preservation of all stands of vegetation along waterways which provide habitat" but it is not clear whether wetlands found within the subplan areas but not on a waterway would be protected.

The General Plan and EIR should provide clear and specific policies for wetland and riparian habitat protection and the document should be made internally consistent.

I. I
Other Biotic Resources. As was the case for baseline information, the General Plan and EIR need to add discussions of fisheries and wildlife habitat values of agricultural lands. Provision should be made for protecting such values. Such analysis should consider the value of the Delta as a whole for migratory waterbirds, and should pay particular attention to cumulative and growth-including impacts of the proposed growth of Lathrop on Delta agricultural lands as critical wildlife habitat. Analysis of fisheries should consider impacts from alternatives for water supply, as discussed above.

(See further comments on biological resources on page 7.)

POLICY ALTERNATIVES TO GENERAL PLAN

J. J
The Delta is a recognized statewide resource region for which a water quality comprehensive conservation management plan is being prepared by the San Francisco Estuary Project. The Project is a five year cooperative program to promote effective management of the San Francisco Bay-Delta estuary and to restore and maintain its water quality and natural resources.

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Page Five

As discussed above, the State Lands Commission is responsible for Public Trust resources. The Commission is responsible for resource management of these resources and concerned about "upland" activity that may impede or adversely affect these management goals. The Delta Estuary, California's Inland Coast: A Public Trust Report was released in May 1991. This report is intended to provide guidance to the State Lands Commission and other governmental agencies whose activities are concerned with or affect public trust values. As the report notes, "Few places in California show the need for public trust protection more than the Delta". By law, the Commission must administer the sovereign land held in trust, as described earlier, for the benefit of the public. Thus the Commission's stewardship role not only includes an assessment of the environmental quality for these lands and water ways, but also a concern with and approaches to resource protection. The Delta public trust report includes the following finding:

- o Urban development is encroaching into the Delta lowlands; upland development contributes to loading of pollutants in effluent and runoff. Continued expansion threatens to destroy and degrade valuable agricultural land and wetlands, and to increase water pollution to water.

The report concludes that,

[f]uture developments in the Delta should be carefully planned and managed. Such developments should be consistent with the sovereign interest of the State and its responsibility to protect Public Trust resources.... the public's access rights to its waterways, the use of these waterways for fishing and navigation, and the protection of wildlife and its habitat, marine and the other estuarine resources of the delta.

Based on the above SLC goals and responsibilities, the DEIR should incorporate specific goals, policies and standards for the proper management of Public Trust lands within the General Plan planning area. The DEIR should consider the following policy alternatives for the General Plan:

Land Use Policy. The Sacramento-San Joaquin Delta is considered to be the center of the state's fresh water distribution system, providing a major supply source to nearby municipal and industrial uses and distant agricultural and urban uses. In addition, the volume and quality of Delta outflow is critical to

J local fish and wildlife habitats. Special planning approaches are necessary to protect this fresh water system, fisheries and adjacent habitat for wildlife, including migratory birds of the Pacific Flyway. The delta region is defined in statute (Water Code 12220) and its boundary is shown on the preferred land use diagram.

Implementation. There shall be a resource management plan whose elements shall include but not be limited to the following:

- o Fishing: Facilities serving recreational fishing shall be identified and shall be protected and where feasible upgraded.
- o Marinas and Recreational Boating: Allow new recreational commercial and marina developments only to the extent that, based upon a carrying capacity study, no significant negative impacts to public trust values, human, ecological or water quality, will result.
- o Levee Construction: Levee reconstruction and maintenance shall not leave a detrimental effect on sovereign lands and Public Trust resources. Such reconstruction shall be consistent with a policy of no net loss in quality or quantity of riparian habitat and seasonal and permanent wetlands.
- o Flood Control: Flood control structures or improvements shall be consistent with a policy of no net loss in quality or quantity of riparian habitat and seasonal and permanent wetlands.
- o Public Access Provisions: Require public access to an along the shoreline of navigable waterways in all new developments adjacent to such waterways consistent with statutory and constitutional requirements. There shall be a public access plan adopted prior to project development approval.
- o Wetlands: All development shall be consistent with a policy of no net loss in quantity or quality of seasonal and permanent wetlands. Prior to project approval Wetland Mitigation Plan shall be prepared and approved by the Department of Fish and Game.

K. The Draft General Plan identifies the "northwest agricultural lands and wildlife habitat" area designated as "containment of future urban expansion". The mere General Plan designation is insufficient for providing this "containment". An implementation program should include an urban limit line which clearly defines the limits of urban expansion. Programs should be developed to provide impact fees for the purchase of development rights or conservation easements on the designated agricultural lands.

L. We request the DEIR to consider is an alternative land use that limits urban expansion to a planning area that does not include territory subject to flooding.

M. Based on the above described assessments of water resources supply, waste water treatment, and biological resources, the General Plan should incorporate the following goals that: 1) provide for a secure source of surface fresh water for existing and future residents, 2) provide for waste water treatment that provides no net increase to water pollution including point and non-point sources, and 3) provide for the preservation and protection of biological resources:

Water Supply Policy. Because ground water overdraft is a serious local and regional concern due to the salinity intrusion and soil subsidence, development of surface water is required prior to commercial or residential development.

The General Plan should incorporate a goal that provides for waste water treatment that provides no net increase to water pollution including point and non point sources.

- Waste Water Treatment Policy. Because the volume and quality of Delta outflow is critical to local fish and wildlife habitats, waste water treatment shall be at a level at which there is no additional pollution to be discharged to Delta waters.

Biological Resources Policy. The Delta region is a critical habitat for migratory birds, and other wildlife, fisheries and plant species. Habitat protection, conservation and enhancement shall be achieved through habitat identification. Provisions shall be made to preserve existing wetland and riparian habitat, and to protect fisheries and other wildlife values; and adequate buffer zones shall be established to ensure the integrity of biological diversity.

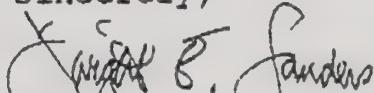
N
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Page Eight

N
ANNEXATION

Z
Page VIII-A/C-7 of the DEIR references early annexation of all non-reserve lands for urban expansion during the period 1990-2000. Government Code Section 56108 requires approval by the SLC of the proposed annexation boundaries [56208(c)], and prohibits the incorporation or annexation of State-owned tidelands and submerged lands without the approval of the State Lands Commission [56108(a)], such as the tidelands and submerged lands located within the San Joaquin River, Old River, and Middle River. To comply with this section, the City must submit, to the Commission, a map and legal description of the boundaries of the proposed annexation for its review and approval [56108(b)].

If you have any questions, please contact Diane Jones at 916-327-2920.

Sincerely,

Dwight E. Sanders

DWIGHT E. SANDERS, Chief
Division of Environmental
Planning and Management

cc: Charles Warren,
Executive Officer

OPR

RESPONSE TO COMMENT LETTER #7 - State Lands Commission

- A. Intent to Avoid Subsequent EIR's. This deficiency is noted and accepted, and the cited paragraph has been deleted.
- B. Need to Include Terms and Conditions of Regulatory Agencies.
The comment is noted and accepted.
- C. Water Supply. The cumulative impact of obtaining water for domestic use from other watersheds was not described because these sources are only being considered as a concept and strategy to be considered by the City in meeting progressively its needs for firm source(s) of water. If such sources prove feasible, the mitigation of potential environmental consequences would have to be satisfied in determining feasibility. Preliminary discussions have focused on drawing water that now flows naturally from upper reaches of the San Joaquin River or its tributary watersheds at a point along the San Joaquin River at Lathrop, so as to avoid negative consequences of upstream diversion. Additional analysis has been provided in Part IV-D.
- D. Wastewater Discharge and Treatment. A discussion of the environmental issues involved with proposals for wastewater discharge and treatment will be provided at the time of preparing the Master Plan for Wastewater Management. A discussion of the environmental impacts involved will be undertaken at the time of developing specific proposals for waste water treatment plant siting and design. At the General Plan stage, discussion has necessarily been limited to collection, treatment and disposal concepts, including a firm commitment to the productive reuse of wastewater.
- E. Baseline. See response under para. A., Letter #6. The identified deficiencies and formatting requirements have been satisfied in Parts III, V and VIII-D of the document.
- F. Swainson's hawk. The misinterpretation has been corrected by eliminating the entire reference to overriding considerations. The entire section on Swainson's hawk impact mitigation in Part VIII-D has been rewritten.
- G. Need for Clearer Maps of Swainson's hawk Management Zones. Figure V-3 has been revised as Figure III-6 to show the planning area boundary and representative 5- and 10-mile radii for secondary and tertiary conservation areas in relation to previously identified nesting sites. Representative radii avoids the confusion otherwise created if overlapping core, secondary and tertiary radii were to be shown for all sites.
- H. Wetlands and Riparian Habitat. The contradiction cited has been eliminated by stating that policies "...seek not only the retention of beneficial habitat which now exists, but also ...feasible." The word "most" was dropped and the word "beneficial" added. The word "beneficial" suggests that some habitat, such as rodent tunnels in levees, does not have intrinsic value worth protecting. Gopher holes in a dirt roadbed would be another example. With respect to wetlands, the intent of the policy statement is to protect all wetlands including those away from waterways. A reasonable standard has been added to the discussion in Part V regarding wetlands and riparian preservation that "...there will be no net loss of acreage and value".

- J. Policy Alternatives. The discussion of policy alternatives and implementation by the Commission staff is an important contribution to Lathrop's planning and environmental review process. Accordingly, the discussion has been integrated into Part V - Resource Management Element. This addition has also been referred to under the discussion of Biological Resources in the Draft EIR.
- K. Policies for the Containment of Urban Expansion. The sphere-of-influence boundaries to be established by LAFCO will be based on proposals for urbanization during the next 20 years. As such, the sphere boundary will have the effect of an urban containment boundary. This will be especially useful to avoid the spillover of urbanization to lands north and south of SPA #3 (the Stewart Tract) and west of SPA #2 onto Roberts Island. The agricultural lands north of Squires Road within SPA #2, extending north to the vicinity of Bowman Road will similarly be protected. However, while expansion northerly of Squires Road is not envisioned in the 20 year plan, such northerly expansion is the only direction that the City might reasonably consider in the long-range future.
- L. Limiting Urban Expansion to Areas Not Subject to Flooding. This alternative has been provided in the Draft EIR [see discussion of Alt. 2, pp. 8-E-5 and 6]. However, the City of Lathrop takes the position that limiting urban expansion to areas not subject to flooding is not a practical alternative since such lands with sufficient area to accommodate the Gold Rush City proposal do not exist in reasonable proximity to the City, and because feasible means to floodproof affected property are available and will be required of the developer(s) by the City.
- M. Added Goals and Policies. The recommendations for added goals and policies pertaining to water supply, wastewater treatment and biological resource protection have been integrated into Parts II, IV and V of the General Plan.
- N. Annexation. The City of Lathrop will comply with requirements for approval by the State Lands Commission of all lands to be annexed by the City which involve state-owned tide and submerged lands.

LOCAL AGENCY FORMATION COMMISSION

LAFCO

OF SAN JOAQUIN COUNTY

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2nd DISTRICT SUPERVISOR
JOAN DARRAH, VICE CHAIRMAN
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PUBLIC MEMBER
STANLEY MORTENSEN, ALTERNATE
PUBLIC MEMBER
EDWARD A. SIMAS, ALTERNATE
3rd DISTRICT SUPERVISOR
WILLIAM L. PERRY, ALTERNATE
MANTECA CITY COUNCIL MEMBER

September 19, 1991

City of Lathrop
Pam Carder, Planning
16775 Howland Road
Lathrop, Ca 95330

RE: Lathrop General Plan and Draft EIR

RECEIVED

SEP 19 1991

Ans'd.....

LAFCo staff has reviewed the City of Lathrop General Plan and Draft EIR and provides the following comments.

LAFCo will use the city's General Plan and the Final EIR, and any subsequent environmental documents, when it formulates and adopts an updated Sphere of Influence for the City of Lathrop. The Sphere of Influence will generally be limited to areas planned for urban services by the city and where adequate environmental review has been completed. The present Sphere of Influence is the same as the city boundary, adopted upon approval of the incorporation.

LAFCo's concerns relate primarily to the provision of urban services and the avoidance of unnecessary or premature conversion of prime farmland and open-space land. These comments are intended to discuss the adequacy of the plan and environmental review towards adopting a Sphere of Influence.

A.

In determining a Sphere of Influence, LAFCo is to consider several factors including: The present capacity of public facilities and adequacy of public services which the city provides. The General Plan's discussion of services is very superficial and relies on future specific plans and sewer, water and drainage master plans to add substance. Without adequate detail in the plan, the Draft EIR is similarly lacking. These subsequent studies appear necessary before LAFCo considers the Sphere of Influence.

B.

The plan identifies the unavoidable loss of 5,000 to 10,000 acres of prime farmland, with most of the acreages being under Williamson Act contract. Mitigation proposed is a vague policy for phasing development on agricultural land at an average rate of 270 acres. To be meaningful, that policy should be fully defined and established as an enforceable condition of the General Plan and

A

B

Final EIR. The EIR should also consider other partial mitigation measures suggested in the letter from the Department of Conservation. The plan should make it clear that the State recommended way to cancel a Williamson Act contract is by notice of nonrenewal.

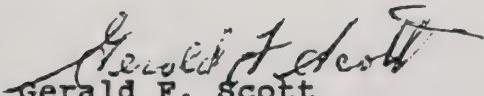
C. A major policy of the General Plan is the adoption of a Comprehensive Annexation Plan (CAP) to proceed immediately with annexation of all lands expected to develop within the first 10 years of the planning period, that is, by year 2002. Further, this General Plan EIR is to be used as adequate environmental review to support the annexation of the 10-year growth area. The CAD would establish a city land bank for undefined future development.

A Sphere of Influence is intended as a longrange plan for city growth. Any subsequent annexation proposals, whether through a Comprehensive Annexation Plan or single parcel, will have to stand the detailed analysis and environmental review required by State law. The Comprehensive Annexation Plan, as provided, is a simplistic, unrealistic proposal, considering the limited service capability of the city, the extent of prime farmland under Williamson Act contract, and the limited environmental review. Because of the proximity of agricultural lands to cities in San Joaquin County, city annexations are generally approved for defined development projects; not for simply land banking or speculation.

In summary, these comments are not intended to question the adequacy of the plan for city purposes. However, LAFCo's consideration of the expanded Sphere of Influence should be supported by the type of information to be contained in the proposed specific plans and facility master plans.

Please consider the above as Responsible Agency comments under the State CEQA Guidelines.

Sincerely,


Gerald F. Scott
Executive Officer

GFS:as

RESPONSE TO COMMENT LETTER #8 - Local Agency Formation Commission

- A. Sufficiency of Public Service Discussion for Purposes of Establishing Lathrop's Sphere of Influence. The City takes note of LAFCO's needs in this regard and fully intends to provide the level of detail required prior to seeking formal approval of Sphere of Influence boundaries based on the pattern of urbanization depicted by the General Plan.
- B. Mitigating the Loss of Agricultural Land. Reference to an average annual rate of loss of 270 acres of agricultural land was only intended as an illustration. The loss could be greater or lesser in any given year. Policies have been redefined as the result of this critique and that responded to previously under Comment Letters #2 and #3.
- C. Limitations of the Comprehensive Annexation Plan (CAP) Policy. The stated limitations are noted and accepted. It is understood that the CAP concept will not work where all of the requirements of State Law that are precedent to annexation approvals cannot be adequately documented by the City to the satisfaction of LAFCO. It is to be noted that no annexations will be submitted to LAFCO by the City until Specific Plans, along with appropriate environmental documentation, have been adopted.



SAN JOAQUIN COUNTY
COMMUNITY DEVELOPMENT DEPARTMENT

1810 E. HAZELTON AVE., STOCKTON, CA 95205-6232
DEVELOPMENT SERVICES PHONE: (209) 468-3120
PLANNING PHONE: (209) 468-3120
BUILDING PHONE: (209) 468-3123
NEIGHBORHOOD PRESERVATION PHONE: (209) 468-3021

September 20, 1991

Pam Carder, Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

RECEIVED
SEP 23 1991
Ans'd.....

RE: Comments on Lathrop draft General Plan/EIR

Paul
Dear Ms. ~~Carder~~:

The following are the Department's comments on the Lathrop draft Comprehensive General Plan (draft GP) and accompanying Draft Environmental Impact Report (DEIR).

1. The draft EIR does not identify adequate mitigation measures for the most important identified impacts due to approval of the draft General Plan, through specific programs tied to development approval. Many of the mitigation measures are not specific implementation measures, but are merely additional analysis or speculations on the part of the DEIR author (see, for example the "mitigation measures" for drainage/flood control and for biological resources, pages VIII-D-6 through VIII-D-10). A
2. There is an estimate of 2012 jobs, but no discussion of how many jobs will be created during the 20 year period, corresponding to buildout of x acres of commercial and industrial. This quantification should be included in both the DEIR and the draft GP. B
3. If economic statistics such as retail purchases, lodging revenues, development costs, and "selected city revenues" are included in Table II-2 ("Selected Socio-Economic Project Characteristics of the Lathrop General Plan"), then the indexed dollar value should be indicated (1991 dollars?). The time period for the entries should be clarified (e.g. purchases, sales and city revenues are projected over what period??). Also, some of the major assumptions behind how these numbers were derived should be included in footnotes to the table, or elsewhere in the text or appendices. C

- D. 4. The "Discussion" block in the upper left hand corner of Figure IV-1 is unclear. What does it mean?
- E. 5. There is a lack of a definition for the Gold Rush City theme park. The description of Gold Rush City is very brief in the GP document itself (see bottom of page IV-A-2 and Table II-2). There seems to be an assumption that a total of 5.4 million square feet of space could be constructed, accompanied by 4,000 lodging units, with a total of 9,400 employees. However, there is almost no discussion of how large the project could be in terms of acreage or square footage for specific types of commercial and/or recreational structures; or what the phasing of the project would be; what the project would physically look like; and if the project would be consistent with the other elements of the draft General Plan or not.
- F. 6. The draft General Plan seems to defer almost all of the details and land use discussion about the theme park project to the subsequent Specific Plans that would be prepared (see page II-17). The seven theme park-oriented GP land use definitions on pages IV-A-14, 15, and 16, should contain more specific information about building intensity and density.
- G. If a greater amount of development could occur on Stewart Tract than indicated in Table II-2, then the traffic and other environmental impacts discussed in the DEIR may be greater than identified, and the "worst case" impacts will need to be analyzed more adequately.
- H. 7. The land use designations assigned to Planning Area #3 (Stewart Tract) are not consistent between the two "General Plan 20 Year Plan" diagrams (the large scale map that came with the document and Figure IV-1) and the definitions and descriptions contained on pages IV-A-14 through IV-A-16. These inconsistencies should be corrected.
- I. 8. It seems that Figure IV-1 is an earlier and less detailed version of the large scale land use map that came with the document. However, if they are both the official GP map diagrams, as the titles indicate, then they have to be the same in all manner. If Figure IV-1 is a generalized version of the official map, it should so state, and refer the reader to the larger map for the official details.

J. 9. The following are some of the most apparent discrepancies between the two "General Plan 20 Year Plan" diagrams and the definitions in the text:

- o the large scale map shows a "Recreational Residential" land use while there is no such category described in the text;
- o the large scale map shows "Wildlife Management", "Wildlife Park/Wastewater Management", "Resource Conservation-Extraction," and other categories that are not Figure IV-A-4;
- o the large map shows "Regional Shopping Option" (need definition of that) in two locations around the Mossdale "Y", which is inconsistent with the other map, and there is no description of such a category in the text.

K. 10. It is difficult, if not impossible, to determine whether there is internal consistency between the land use and transportation elements of the draft General Plan because the plan sacrifices any development parameters for theme park development density in favor of the concept of "flexibility in commercial development" (page IV-A-16). K

L. Additionally, there is no documentation of the land use inputs that were used to project the 2012 traffic volumes (Figure VIII-3) or of how the projection was done. What assumptions were made about cumulative traffic from other parts of the County and through traffic? Were the projections accomplished through hand calculations or from building a small-area computer model? How consistent are the land use assumptions with the County/COG model? L

M. 11. The transportation mitigation measures included in the EIR (pages VIII-A/C-13 and 14) are not phrased with specific mitigation language (using imperatives such as "shall be required") but are often just a continuation of the impact analysis. M

Additionally, there is very little reference to the process by which certain freeway improvements would be implemented (e.g. when would Project Study Reports (PSR's) be prepared, and how would disputes with Caltrans over route concepts be resolved?).

Letter to Pam Carder
September 20, 1991

- N.
12. There should be specific lists of regional and local transportation improvements that are necessary to serve the development of Specific Plan Area #2 without Area #3 (Stewart Tract). What improvements would be required if Gold Rush City is not processed as a Specific Plan and built?
- O.
13. It should be noted that the most recent 2010 traffic projections generated from the DKS thirteen county model, used by the County in its General Plan program, show peak hour traffic volumes of about 13,400 on I-5 just north of the Rt 120 interchange, 20,400 south of the interchange, 8,400-9,800 on Rt 120, and 14,100 on I-205 west of Paradise. These projections are based upon land use inputs that assume development of the five "new town" projects, with a 2010 county population of approximately 865,000, but a population in Lathrop of only about 21,000.

The corresponding 2012 peak hour volumes illustrated in Figure VIII-3 of the Lathrop DEIR show somewhat higher volumes on the northern I-5 link (14,660), but much lower volumes on I-5 at the Mossdale "Y" (16,835), similar volumes on Rt 120 (8,500-10,915), and lower volumes on I-205 (12,815). It seems unlikely that with development within the City of Lathrop to support 30,000 people plus Gold Rush City (with three to four million annual visitors) that the projected traffic volumes would be that low! An attempt should be made by the Lathrop traffic consultant to compare and reconcile the differences in the two models.

- P.
14. The key issue of wastewater disposal impacts is glossed over in the draft General Plan text. There appears to be no policies included within the draft General Plan which require adequate wastewater facilities and disposal to serve new development, and likewise, there is no discussion or meaningful mitigation measures included on pages VIII-A/C-11 of the DEIR. There is a very generalized discussion of options for wastewater treatment and disposal in the draft GP (pages IV-D-4 through IV-D-6), but no plans or specific proposals.

The lack of any specific wastewater plans to serve new development and the lack of any accompanying detailed analysis fails to support the conclusion in the DEIR that the potential impacts related to inadequate plans for wastewater treatment and disposal can be mitigated to a "less than significant effect."

San Joaquin County Comm. Development Dept.

Letter to Pam Carder
September 20, 1991

Q. 15. As already noted, many of the mitigation measures in the DEIR are not specific implementation measures, but are additional analysis or speculations. This is especially true in the analysis of impacts to endangered species (pages VIII-D-6 through VIII-D-10). There is much discussion of the ongoing Swainson's Hawk study by the City of Stockton but there are no specific mitigation measures that must be required by the city to ensure that a violation of the California (and U.S., when and if the hawk is listed) Endangered Species Act (ESA) will not occur as a direct impact of implementation of this city General Plan.

16. Mitigation measure #2 in the DEIR (page VIII-D-9) notes correctly that "for the City to be able to adopt and implement a General Plan proposing urbanization to within 3.2 miles of a known Swainson's Hawk nesting site, it will be necessary for the City to participate in the Habitat Conservation Plan (HCP) for Swainson's Hawks being considered by the City of Stockton, or to adopt one of its own."

However, adequate mitigation will not be accomplished by simply becoming involved with another city's program. It is the responsibility of the City of Lathrop, not Stockton, to ensure that an HCP is prepared and submitted soon after the adoption of a General Plan which has potentially adverse impacts to endangered species habitat.

Additionally, the HCP cannot be deferred to the Specific Plan level, since the General Plan itself designates land for urban development in possible habitat areas. If the City wishes the HCP to be deferred to the Specific Plan stage, we would suggest that a new GP designation should be created such as "Theme Park/Habitat Conservation," with accompanying language explaining that the exact extent of developable areas will not be known until after the HCP has been prepared and adopted.

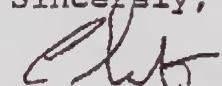
Alternatively, if the City is planning to mitigate impacts to the Swainson's Hawk habitat areas by acquiring habitat lands or conservation easements on lands elsewhere in the county, it should be specifically spelled out, with imperative language, as a mitigation measure in the DEIR.

17. The background text regarding the Swainson's Hawk should be amended to discuss the relationship with Federal Endangered Species Act law, and the U.S. Migratory Bird Treaty Act (see attached page from the California Department of Fish and Game, Mitigation Guidelines for Swainson's Hawk in the Central

Letter to Pam Carder
September 20, 1991

Valley of California). The background information contained in the DEIR is now confusing about the inter-relationship of State and Federal laws and how they apply to the bird's habitat.

We hope these comments on the draft Lathrop General Plan and the Draft Environmental Impact Report are helpful in your review. If you have any further questions regarding the comments, you may contact Eric Parfrey of my staff, at (209) 468-3153.

Sincerely,

Chet Davisson
DIRECTOR

CD/ep

eric\lathgpl.ltr

LEGAL STATUS

The Swainson's hawk is a migratory bird species protected under the Migratory Bird Treaty Act (MBTA) of 1918 (16 U.S.C. 703-711). The MBTA makes it unlawful to take, possess, buy, sell, purchase, or barter any migratory bird listed in 50 C.F.R. Part 10, including feathers or other parts, nests, eggs, or products, except as allowed by implementing regulations (50 C.F.R. 21). The Swainson's hawk is designated as a Candidate species for listing by the U.S. Fish and Wildlife Service under the federal Endangered Species Act (ESA; 16 U.S.C. 1513-1543). The State of California listed the Swainson's hawk as a Threatened species, thus providing them protection under the California Endangered Species Act (CESA) (Chapter 1.5 Fish and Game Code). In addition, Sections 3503, 3503.5, 3800 of the Fish and Game Code prohibit the take, possession, or destruction of birds, their nests or eggs. The DFG has interpreted the "take" clause in the CESA to include the destruction of either nesting and/or foraging habitat necessary to maintain the reproductive effort. Implementation of the take provisions of the CESA requires that project-related disturbance at active Swainson's hawk territories be reduced or eliminated during critical phases of the nesting cycle (March 1 - August 15 annually). Disturbance that causes nest abandonment and/or loss of reproductive effort (e.g., killing or abandonment of eggs or young) is considered "taking" and is punishable by fines and/or imprisonment. Such taking would also violate federal law protecting migratory birds (e.g., MBTA).

The California Environmental Quality Act (CEQA) requires a mandatory findings of significance if impacts to threatened or endangered species are likely to occur (Sections 21001(c), 21083. Guidelines 15380, 15064, 15065). Avoidance or mitigation must be presented to reduce impact to less than significant levels (See Mitigation Criteria #2.).

DRAFT

PRELIMINARY DATA
SUBJECT TO REVISION

RESPONSE TO COMMENT LETTER #9 - San Joaquin County Community Development Department

- A. Opinion that More Detailed Mitigation Measures are Required. The call for mitigation measures through specific programs tied to development approval misinterprets the requirements of CEQA with respect to the level of EIR evaluation required for a General Plan. To this point, the degree of specificity required is described under Section 15146 of CEQA Guidelines, as follows:
- "Section 15146.
The degree of specificity required in an EIR will correspond to the degree of specificity involved in the underlying activity which is described in the EIR.
- (a) An EIR on a construction project will necessarily be more detailed in the specific effects of the project than will be an EIR on the adoption of a local general, plan or comprehensive zoning ordinance because the effects of the construction can be predicted with greater accuracy.
- (b) An EIR on a project such as the adoption or amendment of a comprehensive zoning ordinance or a local general plan should focus on the secondary effects that can be expected to follow from the adoption or amendments by the EIR need not be as detailed as an EIR on the specific construction projects that might follow."
- B. Incremental Quantification of Jobs During Buildout. This information is provided on p. 2-8 of the General Plan. Under Item 3. at the top of the page, it is stated that the City could develop an average of 500 housing units per year for 20 years. At the bottom of the page under "Economic Activity", Item 2. states that between 60 and 90 new jobs will be generated for every 100 new housing units. On this basis, simple factoring indicates that between 300 and 450 jobs would be created each year under the assumptions of population and housing growth presented in Part II.
- C. Economic Data in Table II-2. The paragraph on the opposite (preceding) page entitled "Project Characteristics" makes it clear that the data in Table II-2 reflect potential economic development conservatively expected within the Lathrop Planning Area under the General Plan (i.e., at buildout or by the year 2012.) A note has been added to the Table that the indexed dollar value is for 1991.
- D. Meaning of Discussion Block, Figure IV-1. The background "shade" of the commenter's copy of the document may have been lost (i.e., whited-out) during photocopy publication. A new background shade has been substituted to more clearly define the boundaries of the planning area.
- E. Limitations of Gold Rush City Description. More detailed project characteristics were inadvertently left out of the discussion of "Fiscal Impact" on page 8-D-38 of the Draft EIR. Table VIII-6 have been added to overcome this deficiency. Information on possible phasing for Gold Rush City has been added to Part II. A determination of what the Gold Rush City project may look like is a design consideration yet to be finalized. Because of the complexity of land use configurations that could result, it would serve little purpose to illustrate any part of a project which will require an extraordinary amount of detailed planning and design before its physical dimensions can be fully understood.
- F. Need for More Specific Data re Gold Rush City. See response to para. A, above, pertaining to this Comment Letter.

- G. Possible Need for Reevaluation of Traffic Impacts on Stewart Tract. This possibility has in fact occurred as the result of the need to reduce traffic impacts on the freeway system. By shifting conventional residential units from south of State Route 120 and east of I-5 to recreation-oriented housing on the Stewart Tract, peak hour traffic demands on the freeway system from Lathrop have substantially been lessened.
- H. Inconsistent Land Use Designations. The inconsistencies in land use designations between those shown for the Stewart Tract on the General Plan Diagram and those discussed in the text have been eliminated.
- I. Figure IV-1 Detail. The Figure IV-1 title has been changed to indicate that it represents a "generalized" version of the General Plan Diagram provided at the end of the document.
- J. Discrepancies between General Plan Diagrams. The discrepancies are noted and accepted.
- K. Internal Consistency. Consistency has been achieved through the land use configurations described under para. L., below.
- L. Land Use Input to Traffic Model. Detailed land use categories, including employment, acreage and housing units, were utilized in developing traffic model projections. Since the model has been rerun for purposes of the Final General Plan and EIR, the information has been documented in Part IV-B and Part VIII. Greater detail will be available in the offices of the Lathrop Planning Department at the conclusion of the General Plan Program. [See also response to para. E., Comment Letter #5]
- M. Traffic Mitigation Measures. Imperatives of mitigation have been added. The City agrees with a need to consider participation with Caltrans in the on-going transportation planning process. [See response to paragraphs F. and H, Comment Letter #5]
- N. Local v. Regional Transportation Improvements. A more specific discussion of improvements has been provided in Part IV-B, and in Part VIII-E under Alt. #2.
- O. Comparison and Reconciliation of Traffic Models. With the recent availability of the COG traffic model, the General Plan model has been reconfigured and rerun to provide the comparison and reconciliation needed.
- P. Wastewater Disposal. The comment is inaccurate. Part IV-D clearly sets forth requirements for adequate wastewater collection, treatment and disposal facilities, including a commitment to levels of treatment that will permit constructive recycling and reuse of treated effluent as an important means of water conservation [see pp. 4-D-4, 5 and 6].
- Q. Specific Measures of Implementation re Biological Resources, paragraphs 15, 16 and 17 of Comment Letter. See responses to Comment Letters #6 and #7, above. The text with respect to Swainson's hawk impact and mitigation in Part VIII has been amended as recommended.



COUNTY OF SAN JOAQUIN
DEPARTMENT OF PUBLIC WORKS
P. O. BOX 1810 — 1810 E. HAZELTON AVENUE
STOCKTON, CALIFORNIA 95201
(209) 468-3000

HENRY M. HIRATA
DIRECTOR

EUGENE DELUCCHI
CHIEF DEPUTY DIRECTOR
THOMAS R. FLINN
DEPUTY DIRECTOR
MANUEL LOPEZ
DEPUTY DIRECTOR
RICHARD C. PAYNE
DEPUTY DIRECTOR

September 13, 1991

RECEIVED

SEP 17 1991

Ans'd.....

Pam Carder, Planning Director
CITY OF LATHROP
Planning Department
P.O. Box 1429
Lathrop, CA 95330

SUBJECT: GENERAL PLAN DEIR FOR CITY OF LATHROP

Dear Ms. Carder:

The following comments are submitted in response to the scope and content of the environmental review for the above named project:

A. PUBLIC SERVICES DIVISION:

Traffic studies should cover both a local and a regional analysis of traffic impacts on the state highway system. Traffic impact fee structure that addresses local, county and state requirements is needed as well.

B. SOLID WASTE DIVISION: .

The DEIR should address all of the items listed on the attached Waste Plan Format for all development projects within San Joaquin County.

Thank you for the opportunity to comment on this project. If you have any questions regarding this matter please call me at (209) 468-3073.

Sincerely yours,

Kenneth A. Hill

Kenneth A. Hill
Environmental Coordinator

encl.

A

B



COUNTY OF SAN JOAQUIN
DEPARTMENT OF PUBLIC WORKS
P. O. BOX 1810 - 1810 E. HAZELTON AVENUE
STOCKTON, CALIFORNIA 95201
(209) 468-3000

Y M. HIRATA
DIRECTOR

SAN JOAQUIN COUNTY
WASTE PLAN FORMAT FOR DEVELOPMENT PROJECTS

EUGENE DELUCCHI
CHIEF DEPUTY DIRECTOR
THOMAS R. FLINN
DEPUTY DIRECTOR
MANUEL LOPEZ
DEPUTY DIRECTOR
RICHARD C. PATHE
DEPUTY DIRECTOR

I. Waste Generation Analysis

- A. Discussion of types of solid and hazardous waste that will be produced.
- B. Estimation of annual quantities of solid and hazardous waste that will be produced, per waste type identified in Section I, A above.

II. Waste Diversion Analysis

- A. Discussion of types of solid and hazardous waste that will be diverted from disposal by recycling methods.
- B. Discussion of processes that will be used that reduce the amount of waste that would normally be generated.
- C. Estimation of the annual quantity of solid and hazardous waste that will be diverted, per waste type identified in Section II, A & B above.
- D. Discussion of market availability for diverted materials.

III. Waste Storage

Discussion of methods that will be used to store solid and hazardous waste onsite, prior to collection for diversion or disposal, including discussion of types of storage containers to be used, location of storage areas on site plan, and access to storage areas by collection vehicles.

IV. Waste Collection

Discussion of methods that will be used to collect and transport recyclable materials to market and solid and hazardous waste to disposal sites.

V. Waste Disposal

Discussion of disposal facilities that will be used for disposal of solid and hazardous wastes that are produced, including identification of the facilities and impact on the facilities by the increased waste quantities.

VI. Records

Discussion of methods used to report to County, the annual quantities of waste diverted and/or disposed.

PUBLIC HEALTH SERVICES

SAN JOAQUIN COUNTY

JOGI KHANNA M.D., M.P.H.
Health Officer

P.O. Box 2009 • (1601 East Hazelton Avenue) • Stockton, California 95201
(209) 468-3400



DATE: September 11, 1991

RECEIVED

SEP 13 1991

Ans'd.....

TO: Pam Carder, Planning Director
City of Lathrop

FROM: Fred Kaufman, Program Manager
Environmental Health Division
San Joaquin County Public Health Services

RE: Draft General Plan and EIR for Lathrop

Thank you for the opportunity to comment on the City of Lathrop's General Plan and EIR. We have the following comments.

A. WATER: The concern raised that groundwater alone would not be sufficient to supply Lathrop's growth is probably correct. Groundwater usage should not exceed the safe yield of the underground. There may also be legal issues to address should wells be drilled that may pull water from the San Joaquin River recharge areas affecting ground water quality and water rights of other persons or agencies. Treatment of groundwater for domestic purposes was not addressed and would be an added expense should water quality deteriorate and not meet federal and state drinking water standards.

B. SCHOOLS: This item was addressed only to indicate that the area was to be served by Manteca Unified School District. The area of Stewart Tract is served by the Tracy Unified School District. All incorporated cities other than Lathrop are served by local school districts. It should be noted whether Lathrop intends to develop its own school district area or to continue to be served by the existing districts with the boundaries unchanged.

C. SEWAGE: Levels of treatment is not addressed. We do not think the installation of several small sand filtration units is a viable alternative, both as to cost effectiveness and operational problems. In any case, the handling and disposal of sewage effluent within Lathrop would have to be approved through a Waste Discharge Permit from the Central California Regional Water Quality Control Board. Levels of treatment required and land area needed for treatment and ponding will be a significant expense. Page IV-D-5 correctly states that there may be a problem maintaining the five feet (5') clearance separation to the water table during wet years. Finding a suitable high ground area will be a significant issue.

Lathrop should also consider the installation of on-site grease or oil/sand separators for those industries requiring pretreatment in order to reduce the load on the sewer treatment plant.

D. STORM DRAINAGE: State and Federal regulations are being adopted to set waste discharge requirements for storm drains. These will ultimately affect the handling and discharge of storm drainage waters to rivers. Pretreatment prior to discharge may be required. D

E. SOLID WASTE: Will Lathrop continue to use the Lovelace Transfer Station or plan to provide a local transfer station? Lathrop should also consider a curbside recycling program to meet state recycling goals. E

F. LAND USE: We note that on page III-9 that the property West of Sharpe Depot and South of Squires Road presently zoned industrial is proposed for residential uses. The EIR states that the State Department of Health Services (DHS) determined the area not to be a health risk based on a letter from DHS to Verner Construction in February, 1989. It should be noted that there has been ongoing remedial work at Sharpe Depot regarding cleanup and that the plume of contamination extends into this area. It should also be stated that the subject letter is over 2 and 1/2 years old. We would recommend that the State Department of Health Services and the Central Valley Regional Water Quality Control Board be contacted for the latest information on cleanup and mitigation measures being taken before any zone changes are made on the General Plan. F

G. ORDINANCE CHANGES: As a further extension of the General Plan process, the City of Lathrop should consider possible city ordinance changes or additions in these areas. 1. SOLID WASTE: Consider curbside recycling as part of the mandatory garbage collection ordinance. 2. WASTE DISCHARGE: Require waste discharge permits for industrial and commerical connections. Require grease and oil/sand separators for those types of industries discharging these products. 3. RIGHT TO FARM: Review existing regulation to see that it adequately protects those farming industries that are slated to be within the City of Lathrop. 4. WELL ORDINANCE: All six cities of the County that were incorporated prior to Lathrop have adopted well ordinances that name San Joaquin County Public Health Services as the enforcement agency for regulating well and pump installations, repairs and destructions. We recommend the adoption of such an ordinance to protect groundwater within Lathrop and the vicinity. G

RESPONSE TO COMMENT LETTER #10 - San Joaquin County Department of Public Works

- A. Local v. Regional Traffic Studies. See responses to paragraphs L,M,N and O, Comment Letter #9.
- B. Waste Plan Format. It is agreed that DEIR's should address the Waste Plan Format provided by the Department for all "development projects". Since the General Plan is not a "development project", information required for the level of General Plan analysis has been added to Part V of the document, as appropriate.

RESPONSE TO COMMENT LETTER #11 - San Joaquin County Public Health Services

- A. Water. Comments are noted and accepted. Discussion has been added to Part IV-D as appropriate.
- B. Schools. Comments are noted and accepted. Lathrop will continue to be served by the existing school districts unless determined otherwise by the districts.
- C. Sewage. The level of treatment proposed is discussed in Part IV-D. The level of reuse proposed will be the level of treatment required by the Regional Water Quality Control Board. The use of sand filter systems is described only as a possibility for "temporary" use in only a few instances until connection to the major sewerage system becomes feasible. In any event, whether even temporary use of sand filter systems will be possible is to be determined in preparing the Master Plan for Sewerage upon adoption of the General Plan. The need for industrial pre-treatment will also be addressed in the Master Plan. A possible requirement for pre-treatment has been added to the end of the discussion of wastewater management in Part IV-D.
- D. Storm Drainage. The possible need for the removal of surface water contaminants prior to discharge to water courses is recognized by drainage policy #5 in Part IV-D.
- E. Solid Waste. Solid waste requirements are described in Part V under Open space for Health, Welfare and Well-Being.
- F. Land Use re Plume of Contamination. The advice to contact the State Department of Health Services and the CVRWQCB is noted and accepted. Contact has been made to verifying that conditions remain essentially the same as previously reported.
- G. Ordinance Changes. The City will consider the ordinance changes concerning solid waste, waste discharge, and well installation. A right-to-farm ordinance has been adopted.



CITY OF MANTECA

PLANNING DEPARTMENT

September 19, 1991

RECEIVED

SEP 19 1991

Ans'd.....

Ms. Pam Carder
Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, Calif. 95300

Ref. Review of Draft General Plan and EIR

Dear Ms. Carder:

The City of Manteca Management Staff has completed their review of the above referenced draft document. Overall, our compliments to management, you and your consultant on a well prepared document.

Following are our observations regarding your draft plan.

A. Sewer and Water Services:

It is noted on page III-17 that you have purchased your entitled share of Phase II treatment plant capacity(14.7%). I'm sure that section meant to say that you fully intend to purchase your entitled share.

Providing an ultimate and permanent potable water supply source and sewage disposal system are high priority infrastructure goals, I'm sure.

Our Public Works Director has commented that your immediate needs are, of course, using the Manteca Treatment Facilities. The question is, will your entitled capacity from Phase II (about 220,000 gallons/day) meet your need for the next 4-7 years as noted on page IV-C-5? Or, are you depending on capacity from the Manteca Plant beyond Phase II? You may wish to clarify that portion of the document.

Your draft plan also indicates the possible development of a temporary sewage disposal system, or package plant, before permanent facilities are available(page IV-D-6). Again, the Public Works Director has noted that prior package treatment facilities in both Lathrop and Raymus Village have not been completely successful.

One of the alternative potential water sources, as noted in the draft plan, is development of a firm underground water supply of good quality. If good deposits are available in the vicinity of Oakwood Lake or easterly, we would be concerned about the adverse effect that an overdraft could cause along our western community boundary(mainly salt water intrusion). You may wish to strengthen mitigations to this effect.

1001 W. CENTER ST. • MANTECA, CA 95336 • (209) 239-8427

COMMENT LETTER #12

B, Transportation and Circulation:

B

Major concerns regarding the upgrading and development of new transportation systems revolve around the Gold Rush Theme Park. As has been noted in this portion of the draft plan and EIR, the new traffic impacts as a result of the proposed theme park and growth center will cause significant impacts upon Manteca's major transportation corridors(i.e. Hwy. 120 Bypass, Woodward Avenue, Airport Way, Yosemite Avenue, Louise Avenue, Lathrop Road, etc.).

We do agree that there is serious regional and inter-regional traffic congestion which will result from theme park development. And, the plan should specifically note on page VIII-A/C-13 that the 120 Bypass is one of those inter-connecting freeways affected. It certainly has to be speculative that the cost of improving and developing new required transportation systems can be accomplished prior to the opening of a theme park. What about Cal-Trans improvements to I-5? Shouldn't your plan and EIR also speak to the COG Transportation Model which is being implemented county wide? Congestion Management will also play an increasingly important role in countywide transportation planning.

C. Public Safety Services:

C

The Fire Chief was concerned only about your anticipated maximum fire flow requirements of 2,000 gallons/minute for industrial use. He thought that the Underwriter recommended a maximum of 3,500 gallons/minute.

The Police Chief acknowledges Lathrop's need for local and not contracted police services sometime during the next few years. Also, the Chief addresses the need for cooperative efforts between our two communities in addressing common traffic circulation problems. You have also noted this in your draft plan.

D. Spheres of Influence:

D

Because our communities are so near to one another, a cooperative spirit in helping one another establish ultimate sphere boundaries is important. As indicated in the draft EIR, page VIII-D-37, the Manteca Interface section discusses our plans for general plan amendment and a westward sphere of influence expansion. Whatever those results may be, we hope that ongoing studies of both our general plans will produce a logical conclusion to mutual sphere boundaries.

The City of Manteca appreciates the opportunity to respond to your General Plan Draft and EIR.

Very truly yours,


Phil Sanguinetti,
Planning Director

cc: Dave Jinkens, City Manager

CITY OF TRACY

September 20, 1991

RECEIVED

SEP 23 1991

Ans'd.....

Pam Carder, Planning Director
City of Lathrop
16775 Howland Road, Suite One
Lathrop, CA 95330

Dear Pam:

Subject: City of Lathrop General Plan & Environmental Impact Report

The City of Tracy appreciates the opportunity to comment on the above referenced plan and EIR. Our comments are as follows:

1. As the City of Lathrop is planning for major development within the Steward Tract west of I-5, it is felt that discussions should occur between the City's of Lathrop and Tracy together with the proponents of the Stewart Tract for a regional wastewater facility. A
2. In the analysis of flood proofing for the Stewart Tract, we are unsure of where the surface runoff is to flow. Is there to be on site detention? Analysis needs to be completed which documents that no new flood hazards are created. B
3. It is suggested that the interchange with I-205 as shown on the General Plan, be moved to Paradise Road as this will better serve both the Stewart Tract and the City of Tracy's future. The bridge structure at Paradise presently exists, although major reconstruction may be necessary, it moves the interchange further from I-205, I-5 interchange for traffic flows and safety. C
4. As the land uses suggested, in particular those in the Steward Tract, impact the City of Tracy's street system. A traffic analysis to the City of Tracy's standard, which at intersection's is LOS C peak P.M., should be completed prior to any development being commenced. D
5. The City agrees that there is a need for a regional Habitat Conservation Plan with emphasis on replacement and enhancement of habitat within neighboring location. E
6. Page VII-A/C-4 #13 Transportation mitigation must be achieved, not sought. Rail transportation is unlikely to be a viable alternative at this time or within the twenty year future. Mitigation credit for rail should be minimal. F

Letter to Pam Carder
September 20, 1991
Page 2

7.. Page VIII-A/C-13

G. Estimates for traffic on I-205 indicates the need for eight lanes without Gold Rush City. The EIR does not mention a mitigation for G I-205.

If you have any questions or would like to further discuss our comments please feel free to contact me.

Very truly yours,



ROBERT M. CONANT
Senior Planner

RC:kd
02-0923.91
MiscV

RESPONSE TO COMMENT LETTER #12 - City of Manteca

- A. Sewer and Water Services. The statement on intent to purchase the entitlement to Phase II capacity of the Manteca sewage treatment plant facilities is noted. Providing ultimate and permanent potable water supply and a sewage disposal system are high priority infrastructure goals of the City of Lathrop. A correction has been made on page 4-C-5 to indicate that all of the area east of Interstate 5 north of Lathrop Road designated for residential use is not capable of being served by existing and planned expansion of Manteca's sewage treatment facilities. Additional mitigation has been added in Part VIII-D to protect local groundwater from saltwater intrusion in the event of pumping in the vicinity of Oakwood Lake as a source of domestic water.
- B. Transportation and Circulation. Land use and transportation proposals have been modified to reduce adverse impacts on major transportation corridors serving the Manteca community [see Parts IV-A and IV-B]. The implementation of transportation improvements required in connection with the development of Gold Rush City and the entire Lathrop Planning Area will be incremental. Full improvements that eventually may be required at build-out will thus gradually be provided to assure adequate mitigation of traffic impacts. [See also the responses to Comment Letter #5]
- C. Public Safety Services. The comments are noted and accepted. Requirements for industrial fireflow have been clarified in Part IV-D, reflecting the standards recommended by the Chief of the Manteca/Lathrop Fire Protection District.
- D. Spheres of Influence. A cooperative spirit in working with Manteca is being pursued as an official policy of the City of Lathrop.

RESPONSE TO COMMENT LETTER #13 - City of Tracy

- A. Desire for Discussion of Regional Wastewater Facility. The potential for developing a regional wastewater facility serving the cities of Lathrop and Tracy, and the Stewart Tract, has been added to Part IV-D.
- B. Flood Hazard Potential. A discussion that a flood hazard potential to lands west of the Stewart Tract will not result from the flood-proofing of Gold Rush City development has been added to Part IV-D.
- C. Proposed I-205 Interchange. The new interchange at I-205 shown on the preliminary General Plan Diagram has been moved to the Paradise Road location as recommended. However, the Plan does not rule out the possibility that a new interchange may also be needed for access to Gold Rush City a mile east of Paradise Road.
- D. Impact on Tracy's Street System. The extent of transportation and traffic analysis provided, including re-running of the traffic model in consideration of revised land use configurations, indicates a favorable incremental impact on I-205 between Lathrop and Tracy can be maintained as traffic improvements are provided to that facility over the projected 20 year period of buildout under the Lathrop General Plan. The appropriate approach to determine inter-city impacts of development on traffic in the closely related cities of Lathrop, Stockton, Manteca and Tracy is through the county-wide transportation planning process now underway.
- E. Need for Regional Habitat Conservation. The comment is noted and accepted.
- F. Need for Transportation Mitigation. The City of Lathrop disagrees with the assumption that "...transportation is unlikely to be a viable alternative at this time or within the 20 year future, and that mitigation credit for rail should be minimal." The City of Lathrop is committed to introduce transit as an important dimension of General Plan implementation early in the development process. This commitment also extends to the Gold Rush City management team. A successful transit component for Gold Rush City is considered to be important to the financial feasibility of the project to the extent that upwards of 30% of all commercial recreation visitors can be expected to arrive and depart by modes of transportation other than the automobile. Moreover, in consideration of State standards for the reduction of emissions that largely will require extensive commitment to transit within the county and on an inter-county basis, transit will have to emerge county-wide as an important and viable alternative within the 20 year planning period.
- G. Mitigation for I-205. Revised mitigation for I-205 is addressed in Parts IV-B and VIII-D of the General Plan and EIR, respectively.

Manteca Unified School District

Post Office Box 32

Manteca, California 95336

Telephone (209) 825-3200

September 4, 1991

RECEIVED

SEP 17 1991

Ans'd.....

Mrs. Pamela R. Carder, Director
Planning Division
City of Lathrop
16775 S. Howland Road
Lathrop, CA 95330

Dear Mrs. Carder:

Manteca Unified School District appreciates the opportunity to provide input regarding the draft of the Lathrop General Plan. We hope this information will be helpful in preparation of the final Lathrop General Plan.

1. Elementary School Site Symbol - The elementary school site symbol "ES" as shown on the General Plan Diagram (20 year plan) should be defined to mean one or more schools. The number of schools needed can only be determined as the specific plan is developed. The location of the symbols on the map should be considered to be very general, with sites determined after review of specific plans.

2. High School Site Symbol - The high school site shown on the General Plan Diagram (20 year plan) appears to be very specific. The high school should be shown as a symbol similar to the elementary sites. This will allow for a site to be determined when specific plans are proposed. A high school site in the City of Lathrop will need to be west of I-5, but flexibility should be included in the specific location because development must occur before a location for a high school can be determined. It is possible an initial high school west of I-5 will serve the City of Lathrop and the Weston Ranch Development in which case the high school would be located farther to the north.

3. Elementary School Site Location - Elementary school sites should be located centrally within the neighborhood of the area to be served. The site should be located so that students will not be required to walk across or on "arterial" or "expressway" streets. Crossing guards may be required where students must cross "collector" streets. The goal is to provide schools within safe walking routes/distance for all students and should be considered as part of the specific plan development. The General Plan states that elementary schools should be adjacent to neighborhood parks. Although Manteca Unified School District does not object to such location, the District will fence between the park and school to control access to the school site. Furthermore, all parks should be fully developed with adequate facilities to provide for the needs of those using the parks.

4. High School Site Location - A high school will serve many elementary school attendance areas. A high school site should be located so many students will be within walking distance of the school. High schools will have considerably more automobile traffic and should be located near an "arterial" street and could be located on a "collector" street. If a high school is located near an "arterial", "expressway" or "freeway" noise mitigation (such as a sound wall) should be required.

5. Additional Elementary School Sites - After review of the General Plan Diagram (20 year plan) a school site symbol should be shown in the "LD" residential area west of McKinley Avenue north of Woodward Road. This would allow for a school in this area if needed. The area south of the proposed extension of Louise Avenue west of the San Joaquin River shown as "recreational residential" should have an elementary school symbol although it is not currently within Manteca Unified School District's boundaries.

6. Additional High School Site - An additional high school site symbol should be located north of the extension of Lathrop Road and the west side of I-5 to allow for the possibility that a high school in the Lathrop area would also serve the Weston Ranch Development.

B. 7. School Financing - A "goal" as stated in the draft of the Lathrop General Plan is to provide adequate school facilities for the students of the community. The Environmental Impact Report (EIR) section of the document does not address how these facilities are to be funded. The EIR should address the issue of school facilities financing and how the impact of additional development will be mitigated. The EIR should contain language that states, "Certification by Manteca Unified School District that appropriate funding for necessary school facilities exists as a condition for approval of residential development."

C. 8. Elementary School Site Adjacent to Sharpe Depot - An elementary school site symbol is shown on the General Plan Diagram (20 year plan) in the area north of Lathrop Road between I-5 and Sharpe Depot. There is considerable doubt that school sites in this area will be approved by the California State Department of Education because of the proximity to the airfield at Sharpe Depot. The City of Lathrop is aware of this situation and the draft General Plan still indicates a school site in this area. The Board of Education has directed the administration to consistently respond that residential development should not be approved in this area if a school site is not available. There will be a significant impact on Manteca Unified School District and the population of this area if a neighborhood school site is not available. The EIR should address the air quality, safety, land use, infrastructure and financial impact of such residential development without a school. This issue is not mentioned in the EIR and there is no mitigation proposed for the significant impacts of such development. This issue should be addressed in the EIR. Manteca Unified School District has made and continues to make every effort to find a solution to the overcrowding of the school facilities in the Lathrop area. Existing and approved development in the City of Lathrop continues to impact the overcrowded Lathrop Elementary School with additional students bussed to other schools in the District. Such bussing is not only an inconvenience to the students and parents, but also has an economic impact on the limited funds available for District operations.

Please refer any questions regarding Manteca Unified School District's comments to the draft of the Lathrop General Plan to John Fultz at (209) 825-3253.

Sincerely,

MANTECA UNIFIED SCHOOL DISTRICT



Harold M. Hughes
District Superintendent

cc: Jerry Ogden
John Fultz

RESPONSE TO COMMENT LETTER #14 - Manteca Unified School District

- A. School Site Symbols and Locations, Items 1-6 of Letter). The comments are noted and accepted. The meaning of the symbols have been redefined in Part IV-A. A symbol has been added for the high school to denote generalized location rather than to suggest a specific location.
- B. School Financing. The treatment of school financing has been expanded as requested.
- C. School Site re Sharpe Depot. A final determination on whether an elementary school site may or may not be approved somewhere north of Lathrop Acres and east of Harlan Road has not yet been officially determined even though the prospects may seem unfavorable to the District based on previous proposals. It is acknowledged that residential development without a school site in the immediate vicinity to serve the area may adversely affect the District by requiring students to be bussed to other schools at greater costs of service to the District. In such event, the District should consider requiring additional fees made possible by recent Appellate Court decision. Any The air quality impacts of bussing (and/or parent provided trips to school) would be too minor to measure; there would be no adverse impacts on land use or infrastructure. The District's concern for "safety" is not understood. The proposed general location of the school site shown east of Harlan Road on the General Plan Diagram is intended to be west of the area of possible overflight by aircraft landing activity at the Sharpe airport.

MANTECA-LATHROP
FIRE DISTRICT

AUGUST 7, 1991

TO; Pam Carder, Director
Planning Division

FROM: Jim Ennes, Fire Chief

SUBJECT: Up-date to page III-18 of Gen Plan Document

Dear Pam,

I would like to update the [Fire Protection] section of the document as listed below.

Fire Protection, suppression, and first respond medical within the City is provided by the Manteca-Lathrop Fire Protection District, with the headquarters station located at 800 E. J Street, north of the community park and Lathrop Elementary School complex. The District's local fire fighting force consists of 30 paid personnel and 12 reserve call personnel. Major equipment includes pumper, aerial ladder, rescue unit and water-tender. Also provided to the community is the hurst-tool or jaws of life. All firefighting personnel are Emergency Medical Technicians (EMT'S). The station is staffed 24 hrs by a minimum of 5 personnel, including a Captain and a Battalion Duty Chief. On duty during the 40 hour work schedule is a Fire Chief, Administrative Secretary, Fire Marshal, and two Assigned Battalion Chiefs. Additional assistance is available from two outlying stations, mutual aid from surrounding cities, San Joaquin County and State Fire agencies upon call through the mutual aid agreements.

MEMO; PAM CARDER
PLANNING DIRECTOR

FROM; JIM ENNES
FIRE CHIEF

SUBJECT; DRAFT GEN PLAN
DTD 8/1/91

Aug 19, 1991

DEAR PAM,

I HAVE LISTED BELOW INFORMATIONAL UPDATED MATERIAL FOR
FOR THE GENERAL PLAN;

A.

pg. IV-A-18 {City & County Govt Office Facilities}
para 2; should read [six new fire stations are
are proposed] note; this only includes one station in
the Oakwood Lake area, possibly 2 will be needed

A

B.

pg. VI-5 Polices 2. The City will work to maintain a fire
flow standard of 3,000 gpm + for commercial &
industrial areas of the community, and 1,000 gpm + in
all residential areas, to assure the capability to
suppress urban fires. The City should also provide in
strategic areas, above ground water storage capacities
to adequately supply the city for required durations,
to meet required standards for the City.

B

Let me know Pam if you have any questions.

Jim

Gen Plan File:

RESPONSE TO COMMENT LETTER #15 - Manteca-Lathrop Fire District

The information provided by the Fire Chief in letters dated August 7th and August 19th is noted and accepted. This information has been integrated into Parts III and IV-D of the General Plan as recommended.

MORRISON & FOERSTER

SAN FRANCISCO
PALO ALTO
LOS ANGELES
ORANGE COUNTY
DENVER

ATTORNEYS AT LAW
101 YGNACIO VALLEY ROAD, SUITE 450
P. O. BOX 8130
WALNUT CREEK, CA 94596-3570
TELEPHONE (415) 295-3300
TELEFACSIMILE (415) 946-9912
TELEX 34-0154 MRSN FOERS SFO

NEW YORK
WASHINGTON, D.C.
LONDON
HONG KONG
TOKYO

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SEP 23 1991

Pre

Absd.

September 19, 1991

(510) 295-3310

Via FACSIMILE 9/19/91
Pre

Ms. Pam R. Carder
Planning Director
City of Lathrop
16775 Howland Road
Suite 1
Lathrop, CA 95330

Re: Comprehensive General Plan and
Environmental Impact Report for the
City of Lathrop, California

Dear Ms. Carder:

On behalf of our client, Gold Rush City, we submit the following comments regarding the Draft Environmental Impact Report (the "DEIR") for the proposed City of Lathrop General Plan. We understand that the City is in the process of considering several potential changes to the General Plan and, therefore, we reserve the right to provide additional comments throughout the remaining General Plan process. We hope the following comments will be helpful to the City in making the EIR a more complete document:

A. 1. Project Description. As you are aware, California law requires that the description of the "project" being considered by an EIR be consistent and precise. While the DEIR's efforts to provide analysis beyond the 20 year term of the General Plan is commendable, we have concerns that the references to a 40 year perspective could be misconstrued by the public. We recommend that the Responses to Comments document affirm that the General Plan "project," for purposes of CEQA analysis, is only a 20 year General Plan.

A

The inclusion of the 40 year perspective could burden the joint General Plan and EIR with the need to provide a more detailed analysis of the General Plan's impacts over a 40 year period. We think it is unreasonable

MORRISON & FOERSTER

Ms. Pam R. Carder
September 19, 1991
Page Two

to expect that the City provide a 40 year projection since State law does not contemplate planning that far into the future.

Given the unlikely occurrence of the 40 year perspective due to numerous uncertainties, we recommend that the references to the 40 year perspective should be deleted from, or clarified in, the DEIR. (As indicated below, we believe it could be the basis for an "Accelerated Growth" Alternative.) This will create a more consistent and precise project description.

B. 2. Cumulative Impacts. While the General Plan EIR provides statements about regional impacts and other cumulative impacts, we expect that the City will supplement the existing analysis with any additional cumulative analysis available at the time of the Final EIR. We would find it helpful if the Final EIR separately listed the analysis of each General Plan cumulative impact.

C. 3. Compaction and Overcovering of Soils

- (a) Please clarify what is required by the statement in mitigation measure 1 which calls for "positive off-site drainage." See page VIII-D-3. For the Gold Rush City Subarea 3 this will assist in providing some direction for further study as part of a subsequent Specific Plan.
- (b) The summary on page VIII-A/C-9 identifies several mitigation measures which are not included in the discussion on page VIII-D-3. Please correct this in the response document.

D. 4. Fish and Wildlife.

- (a) We recommend deleting Mitigation Measure 1. The last sentence in the discussion of the mitigation measure appears to reject the proposed mitigation.
- (b) We also recommend that Mitigation Measure 4 be deleted. It does not appear to provide any mitigation.

MORRISON & FOERSTER

Ms. Pam R. Carder
September 19, 1991
Page Three

F. 5. Noise

- (a) The DEIR states that the analysis and goals and policies contained in the San Joaquin County General Plan noise element have been incorporated by reference into the DEIR. We are concerned that the DEIR does not comply with all of the requirements of Section 15150 of the CEQA Guidelines relating to incorporation by reference.
- (b) We recommend that any additional information or analysis of noise impacts supplement the DEIR. Please consider whether the general noise contour on page III-16 should relate to specific land uses. See Cal. Gov't. Code § 65302(f). While this General Plan EIR should analyze projected noise impacts throughout the City, Gold Rush City intends to provide greater analysis of Subarea 3 as part of a subsequent Specific Plan.

F. 6. Transportation, Circulation and Traffic

Although future specific plans can provide additional analysis, we suggest the following at this time:

- (a) If additional traffic analysis is available, we recommend that any additional analysis and underlying traffic data should be provided. For example, certain assumptions on roadway improvements are provided on page VIII-D-11. The Final EIR should explain the basis for these assumptions while providing flexibility for the study of various circulation options.
- (b) It may be useful to state throughout the traffic analysis whether the traffic impact is considered significant on a project basis (*i.e.*, additional traffic generated solely by the project) or whether the significance level is only triggered on a cumulative basis. See, for example, Impact Number 4 under "Freeways."

MORRISON & FOERSTER

Ms. Pam R. Carder
September 19, 1991
Page Four

G. 7. Air Quality. On page VIII-A/C-8, air quality is listed as a significant unavoidable adverse impact. On page VIII-D-30, there is a statement that the mitigation measures relating to air quality have reduced all air quality impacts to acceptable levels. We recommend you clarify this apparent inconsistent conclusion.

H. 8. Safety and Health. We are concerned with Mitigation Measure 2.b on page VIII-D-33 as written since we believe it to be unrealistic. The mitigation measure is for a "proposed operation". It is unclear what kind of operations are subject to the requirement. At a minimum, please indicate what entities could provide the certification. Finally, it is unrealistic to expect that an operation will not have an adverse impact on the environment. It could be argued that any air contaminant going into the atmosphere would have an adverse impact. This mitigation measure should be removed.

I. 9. Alternatives Analysis. We recommend that additional comparative discussion of the alternatives supplement the DEIR. For example, retaining agricultural land poses its own environmental risks, including greater pesticide usage and PM-10. Incompatibility of agriculture with Lathrop growth areas should be referenced.

We suggest, either as a mitigation measure or as a separate alternative, the DEIR address a greater density -- or shift in density--alternative to the existing "project," including a full buildout scenario for the Stewart Tract. This will provide the City with greater flexibility should it decide at the General Plan hearings to modify the existing draft. Since the DEIR contains analysis of a 40 year perspective buildout, perhaps this analysis could be "accelerated" to a 20 year General Plan alternative. We believe this would provide depth to the existing alternatives discussion and make use of the available 40 year perspective information.

J. 10. Housing Mitigation Measure. We understand that the City has a number of planning/environmental concerns with the impacts in the draft plan for housing currently located in Subarea 2, south of State Route 120, and may propose a mitigation measure which would eliminate this as a residential area and instead use portions of the more proximate Subarea 3 for housing. By so doing, the DEIR analysis could eliminate the residential reserve references in Subarea 3. We support this approach. The location of

MORRISON & FOERSTER

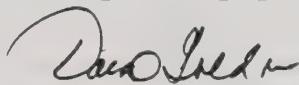
Ms. Pam R. Carder
September 19, 1991
Page Five

housing south of State Route 120 would have created several "pockets" of residential communities in the City. Each would require separate infrastructure. In particular, a great deal of infrastructure would have to be installed to service a "pocket" south of State Route 120. The location of housing south of State Route 120 would also have exacerbated the projected traffic congestion near the critical I-5/State Route 120 intersection.

By locating the housing in Subarea 3, nearer other planned residential communities in Subarea 1 and proximate to the infrastructure planned for the theme park, the City would have more of a residential core and sense of community. Furthermore, by providing approximately 2,300 units of permanent housing in addition to resort-related, senior and other non-conventional housing in Subarea 3, the diversity of housing types could meet various community and resort-oriented needs. Infrastructure planned for the residential development in Subarea 1 and the Gold Rush City development could accommodate this residential development. In particular, the traffic infrastructure will be installed as part of the Gold Rush City development. A sewage treatment plant will be located in Subarea 3 and Gold Rush City will have parks and open space areas which will be readily available to residents of this area.

Thank you for your consideration.

Very truly yours,



David A. Gold

DAG:dgv

cc: Carl Waggoner, Esq. - City Attorney
Mr. John Bingham - City Manager
Mr. Norman Jarrett
F. Allan Chapman
Mr. Frederick Dunets
Davis G. Reese, Esq.

RESPONSE TO COMMENT LETTER #16 - David Gold of Morrison & Foerster, Attorneys, on behalf of Gold Rush City.

- A. Reference to the 20 Year Plan and 40 Year Perspective. The comments are noted and accepted. The project description has been revised to provide the clarity required.
- B. Cumulative Impact. The comments are noted and accepted. Each significant cumulative impact is now described in Part I of the EIR.
- C. Compaction and Overcovering of Soils. The requested clarification and correction has been provided.
- D. Fish and Wildlife. The opinion on deletion of Mitigation Measure #1 is noted, but the discussion is felt to be essential to adequate treatment of the subject. The material has been revised to assure better clarity and understanding. Original mitigation measure #4 is felt to be superfluous and has been deleted.
- E. Noise. The information has been revised to indicate what information in the County Noise Element is included by reference to assure compliance with Section 15150 of CEQA Guidelines. The general noise contour on page 3-16 has been clarified in the text.
- F. Transportation, Circulation and Traffic. The rewrite and revisions to Part IV-B of the General Plan and Parts VIII-D and E of the EIR cover these concerns.
- G. Air Quality. The clarification has been made. Air quality impacts have been reduced substantially, but not to the level of total acceptability.
- H. Safety and Health. Measure 2.b. provides the means by which any industry can pass the test of proposed process engineering to assure that operational characteristics of a new plant are acceptable. It refers to a "proposed industrial operation". This system works well in that it provides for competent review of proposed industrial operations to assure that methods of operation will in fact deliver reduction or elimination of potential adverse impacts of plant operation as claimed by the proponent.
- I. Alternatives Analysis. The recommended discussion has been added.
- J. Housing Mitigation. The shift in housing location from south of SR 120 has been made as a trade-off to lessen traffic impacts on the freeway system.

RECEIVED

AUG 29 1991

Ans'd.....

August 26, 1991

Ms. Pam Carder
Planning Director
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

RE: Modification of General Plan Designation
62 acre site south of Highway 120

Dear Pam:

As I had indicated in our conversation of last week, we are requesting that the present general plan designation on the above referenced parcel, #241-020-11, be modified to reflect the designation for "Mobile Home Park"/Regional Commercial.

We feel that the requested use is appropriate for several reasons:

A) It fills a need for low priced housing, i.e. \$40-\$60,000 for a coach which presently does not exist in the City of Lathrop. We would not want the site designated for low cost housing. I only mentioned this in terms of purely economic consideration for a renter/owner. The advantages to owning a mobile home, even though it sits on rented land, is that since there is a significant shortage of mobile home space available, and as the cost of relocating a coach once in place is significant, coach owners have usually been able (in a rising real estate market) to sell their coaches at a profit.

A park of 62 acres would contain between 500-600 coaches based on a density of 8-10 pads per acre, adding considerably to the inventory of affordable housing.

Pam Carder
August 27, 1991
Page Two

B) In most areas, mobile home parks are not located near regular housing tracks. The preponderance of mobile home parks in the Bay area are located near industrial areas and freeway offramps. As the parks are self contained and create their own environment, locating in an industrial area has never been a negative issue.

C) Due to proximity to freeways, access, and the fact that the City of Lathrop has enough industrial land to last well into the next century, it would appear more economically beneficial to both the City and prospective residents to be able to utilize the property at the earliest possible date.

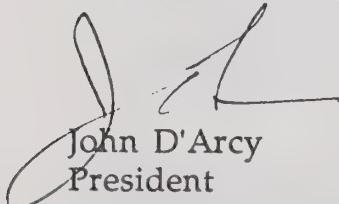
D) The general plan presently reflects a portion of our site as a marina. I am highly skeptical that this would ever come to pass considering environmental constraints and the difficulty involved in financing such a venture.

E) Assuming our site was used for the excavation of sand prior to its ultimate development, a mobile home park with a water feature (resulting from the high water table) makes much more sense than an industrial park with the same feature.

I believe the above accurately reflects the reason for the requested change. Please let me know if there is anything further we can do to implement this request.

Sincerely,

KEARNY VENTURES LTD.



John D'Arcy
President

JD/neb

THIS WAS
ASSESSMENT L

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195

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CROSSROADS IND. PARK

51 63 613 820

North line of 400 Cuncession
SOUTHERN PACIFIC (1503.82) RAILROAD CO.
TC 16 of 105. 47

POR. SECS.
EL RAN

Highway 120

SEE SEC. 10
T. 2S. R. 6E.

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239

- 10 -

SAN JOAQUIN

13

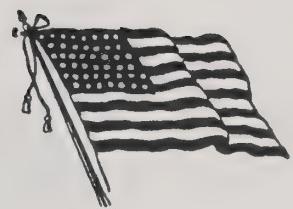
9 | 10

A diagram illustrating a railway junction. A vertical line represents the Southern Pacific Railroad (S.P.). A diagonal line representing the Western Pacific Railroad (W.P.) crosses it from the bottom-left to the top-right. The W.P. line has a double track section. The crossing is marked with a diamond symbol. The text "WESTERN PACIFIC" is written along the W.P. line, and "S.P." is written vertically along the S.P. line. The text "R.R. CO." is written along the upper part of the W.P. line. Numbered markers 1, 2, and 3 are placed along the S.P. line to indicate distances or specific points.

RESPONSE TO COMMENT LETTER #17 - Kearny Ventures Ltd.

The request for mobile home park designation to accommodate up to 600 mobile homes and a permanent population in excess of 1,500 is considered unsound, in environmental terms, because of the isolated location in re existing and planned residential areas of the community. As for a location close to industries, City staff disagrees strongly with the contention that such a location provides an acceptable environment for mobile home living. Ever since California housing legislation of the 1970's and 1980's has given added stature to the mobile home as a place of permanent residence, it has become common practice to treat mobile home locations with the same concern and sensitivity afforded to single-family and multi-family housing projects.

The marina designation has been deleted as requested.



VERNER CONSTRUCTION

License No. 321415

2707 East Fremont, Suite 5
STOCKTON, CALIFORNIA 95202

Telephone (209) 467-1561

Memorandum

Date: September 12, 1991
To: City of Lathrop
From: Verner Construction Group
Re: Comments on the City of Lathrop General Plan and Draft EIR

As you know, the Verner Construction Group is interested in the adoption of an adequate General Plan so that development can legally proceed within and around the City. We have reviewed the Draft Document as presented, and offer the following comments as they pertain to the proposed Country Squire Development, and the development of the west side.

- A. Page II-13 (Limitations Upon the Timing of Development)
The plan frequently refers to a new wastewater treatment facility west of Interstate 5. No information has been provided as to where, when and how such a plant will be constructed. A
- B. Page II-13 (Achieving Visual and Functional Quality in New Development) According to the Plan, architectural design review is required of all Planned Developments, (PD's). Our concern is that, as currently proposed, a PD zone is required for the development of less than 6,000 square foot lots. Thus, even if the lots are for conventional single family residential homes they would require individual architectural review. We would suggest changing this provision to exempt single family developments from this provision. B
- C. Page II-14 (Residential Features of the Plan, #3.) As currently worded, this would prohibit less than 6, 000 square foot lots in single family residential projects. The plan should clarify the fact that a density bonus is over and above that allowable by a given zone, and if a PD provides for a given lot size, it is not a density bonus. C

D. Page II-18 (First Paragraph) It is our assumption that the Redevelopment Plan will only address existing urban areas. New development proposals, such as Country Squire, could be developed prior to establishment of such a Redevelopment Plan. This fact should be further clarified in this paragraph.

E. Page III-9 (First half of page) This section speaks to the issue of Sharpe's effect on the surrounding water table and refers to a health risk assessment. The conclusions of the health risk assessment should be incorporated into both the Land Use and Safety sections of the General Plan.

F. Page III-17 (Sewer and Water Services) The figures quoted in the first paragraph should be corrected to reflect the fact that a 162,000 gallons of treatment capacity reserved in phase II will allow for construction of approximately 580 homes. Country Squire totals approximately 1,000 homes.

G. Page IV-A-1 (Sub-Plan #1 - Lands east of I-5) As the Country Squire is "would constitute the first major residential development to occur after adoption of the General Plan", the fact that the Country Squire project extends north of Squires Road should be clarified.

H. Page IV-A-2 (Top of page) The Plan should point out that interim facilities may be possible for both Roth Road and Country Squire.

I. Page IV-A-2 (Sub-Plan Area #2 - West of I-5) The Plan refers to a wastewater treatment plant in the vicinity of Louise Avenue. In our opinion, this is totally inappropriate. The Plan also refers to connection of Country Squire Project to the new facility. We are already under discussion with the City Manager concerning a new system for the east side of Interstate 5. The document should be revised to reflect our ongoing conversations with the City Manager.

J. Page IV-A-5 (Low Density) Refers to 6,000 square foot lots. Our understanding of the outcome of the various citizen meetings was that 5,000 square foot lots were acceptable. The document should be revised to reflect this more efficient use of land for single family development. This mode of zoning is consistent with the "average" density indicated for Low Density (LD) designated areas.

K. Page IV-A-6 (Second paragraph) Again, there is a reference to 6,000 square foot lots. As discussed above, both the "average" density discussion and the outcome of the citizen meetings refer to 5,000 square foot lots.

- Page IV-A-8 (Areas Proposed for Low Density is Sub-Plan Area #2) The Widmer property was left out to the north, and must be added to facilitate the use of a package treatment plant. L
- Page IV-A-9 (Residential Reserves) This section refers to the process of developing residential reserves and the requirement for a General Plan Amendment to remove property from the reserve status. It's unsatisfactory as it pertains to Widmer Property. M
- Page IV-A-9 (Development Standards, #1) The plan should be revised to include the City's process for multi-family residential project approval. This policy indicates that the City would disapprove multi-family proposals if the market is unsubstantiated. N
- Page IV-A-21 (Table IV-2) Refers to low density as being 6,000 square foot lots. As discussed above, the citizen committee and the average density allowable in the Low Density Designation provides for 5,000 square foot lots. O
- Page IV-C-2 (Relationship to G.P. Elements) The third paragraph refers to housing developments under a Planned Development zone. The requirement of architectural review for all lots within a PD zone greatly increases the cost of development. P
- Page IV-C-12 (Housing Goals, #5) Use of 5,000 square foot lots would provide a significant increase in land use efficiency from the proposed 6,000 square foot minimum. This lot size will also reduce the cost of each home which will aid in meeting affordable housing goals. Q
- Page IV-C-13 (Housing Policies, #1) The Plan needs to specify how the City will select locations for low and moderate housing sites. R
- Page IV-C-14 (adequate Housing for All Socio-Economic Segments of Population) Again, if the policy of the City is to require a separate architectural review for each planned development lot, even if it is single family, any cost savings of a 5,000 square foot lot will be spent on processing. The PD policy should be revised to accommodate 5,000 square foot single family lots. This is further supported by policy number 3 on page IV-C-15. S
- Page IV-D-1 Introduction - It is our understanding that the Country Squire proposal can proceed without having to wait for the completion of infrastructure master plans. This section should be clarified as to this fact. T
- Page IV-D-2 (The Basic Strategy) The plan should be revised to include the extent to which the exiting groundwater resources can provide for the needs of the City. U

- ✓. Page IV-D-6 (Sand Filter Treatment) This section should be revised to indicate that each unit can handle 1,500 - 2,000 people, rather than stating that this is the total number of people that can be served by Sand Filter Treatment. ✓
- W. Page VIII-A/C-14 (Transportation/Circulation, Mitigation Measures, #9) If the City will need additional right of way for an interchange at Squires Road, will the City pay for the additional dedication? How much right of way will be needed? This mitigation measure, and the circulation element, should be revised to reflect the - full extent of freeway improvements along Interstate 5. W

RESPONSE TO COMMENT LETTER #18 - Verner Construction

- A. Location of Wastewater Treatment Facility West of I-5. The Plan describes a location in generalized terms in Part IV-D, leaving site selection to preparation of the Master Sewerage Plan in conjunction with proposals for development between I-5 and the San Joaquin River.
- B. Architectural Design. Architectural design review of PD's involving lots less than 6,000 sq. ft. would not require entirely separate design proposals and approvals for each lot. Typically, a variety of housing design will be shown to illustrate all of the designs proposed, with assignment of designs to various lots by a numbering or lettering system (e.g., Design A to be applied to Lot Nos. 1,7,16,25 and 33). The new zoning ordinance will provide necessary flexibility to avoid having to submit site plan and architectural drawings for each separate lot.
- C. Residential Features of the Plan. Density bonuses (other than those mandated by State Law) are to be prohibited within areas of Low Density because of the potential for increasing traffic beyond the traffic capacity of the street system and the capacity of other components of infrastructure. The levels of tolerance are too narrow to permit density bonuses of the type described. A variety of housing types and lot sizes will still be permitted under the Specific Plan/PUD approach, as long as overall density remains within the limits prescribed by the General Plan. It should be understood that density bonuses are not considered to be a "right" or "entitlement" under the PUD approach to development. Even where bonuses are permitted, they are given as a reward for excellence in design and amenity that otherwise would not be expected through conventional approaches to site planning, housing design and construction.

While not a "density bonus" per se, the standards in Part IV-A have been modified to indicate that the number of housing units allowed under a PD application may be greater than those allowed for a conventional lot residential subdivision when area devoted to private streets is included as part of net site area under PD procedures.

- D. Clarification. Clarifications have been made indicating that preparation of a Specific Plan or a Redevelopment Plan for lands east of I-5 would only affect existing developed areas.
- E. Health Risk Assessment. The conclusions of the health risk assessment conducted for the property west of the Sharpe Depot, between the S.P. Railroad and Interstate 5, have also been referenced in the Hazard Management Element of the Plan.
- F. Treatment Capacity for Country Squires. The correction has been made as requested.
- G. Northern Boundary of Country Squire Proposal. The word "most" at the beginning of the paragraph provides adequate clarification of the northern boundary of the Country Squire residential proposal. The line is shown north of Squires Road on the General Plan Diagram.
- H. Interim Facilities. Reference to the Country Squire area has been added.
- I. Location of Wastewater Treatment Facilities West of I-5. The generalized location has been broadened in the text.
- J. Low Density Lot Size. The text refers to a typical situation where single-family housing would occur on lots having a minimum of 6,000 sq. ft. Reference to discussion of 5,000 sq. ft. lots was

with respect to allowing smaller lots as part of a PD averaging 6,000 sq. ft. of site area per dwelling unit. The change requested was not approved by the General Plan Citizens Committee.

- K. See response under para. J, this Comment Letter.
- L. Property Exclusion. Property has been added northwest of the proposed CBD as part of the tradeoffs required to reduce traffic impacts east of I-5 and south of SR 120.
- M. Residential Reserves. The concept has been deleted for other reasons and is no longer applicable. Development timing will be the subject of each separately prepared Specific Plan in relation to all other proposals for development.
- N. Multi-Family Market Analysis. City staff disagrees that market analysis should not ever be required for multi-family development. It may become necessary if the rate of multi-family development exceeds that reasonable required to maintain a 70-30 balance between single-family and multi-family housing, or if it appears that the City of Lathrop would be accommodating more than its fair share of the regional market for low/moderate income housing.
- O. Low Density Lot Size. Again, see response under para. J, under this Comment Letter.
- P. Page 4-C-2. See response to para. B, this Comment Letter.
- Q. Housing Goals, #5. See response to para. J, this Comment Letter.
- R. Selecting Low and Moderate Income Housing Sites. Direction for such selection has been provided in Parts IV-A and IV-C.
- T. Timing of Country Squire Development re Sewerage System Master Plan. The City Engineer advises that the project may proceed concurrent with preparation of the Sewerage System Master Plan as long as necessary policy considerations of the Master Plan process can be and are appropriately incorporated into the project engineering required for the Country Squire project. This response, however, does not preclude having to conform with applicable policies of the City Council with respect to development timing in the area east of I-5 and north of Lathrop Acres.
- U. Basic Strategy for Water Development. The extent to which existing groundwater resources can be tapped to provide for the needs of urban expansion requires determination in preparing the Water System Master Plan.
- V. Correction re Sand Filter Treatment Capacity. A correction has been made to indicate that "each of" these systems....etc.
- W. Design Requirements for Squires Road Interchange. While a full interchange is no longer proposed at Squires Road, land requirements for buttonhook ramps at this location must be considered during the redesign of the Country Squire project. The method and cost of acquisition will require determination after General Plan adoption.

RECLAIMED ISLAND LANDS COMPANY

1143 CRANE STREET - SUITE 200
MENLO PARK, CALIFORNIA 94025
(415) 328-0820

SEP 11 1991

STEWART TRACT — SAN JOAQUIN COUNTY
301 WEST STEWART ROAD
LATHROP, CALIFORNIA 95330

September 9, 1991

The City Manager
City of Lathrop
P.O. Box 1429
Lathrop, CA 95330

Re: Lathrop General Plan & E.I.R. -
Swainsons Hawk & Wildlife Habitat

Dear Sir:

I have read the Draft Report and wish to make the following comments:

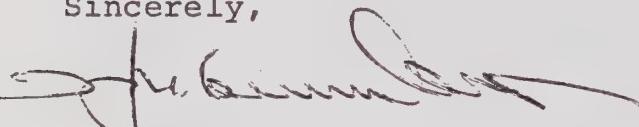
1. We have owned and farmed 4,000 acres of land in the Stewart Tract since 1933.
2. Stewart Tract has been intensively farmed to row crops (i.e. alfalfa, asparagus, barley, beans, corn, milo, safflower, sugar beets, tomatoes, walnuts, wheat) over all of these years. Conventional farming practices has included burning, discing, plowing, landplaning, leveling, bed preparation, etc. For economic crop yields to be attained, we have used fertilizers, herbicides and pesticides to control pests, weeds, rodents and insects.
3. Stewart Tract is within the boundary of Reclamation District #2062 whose levees are "Project Levees" and therefore must be maintained to U. S. Army Corps of Engineer standards. The critters and wildlife habitat listed in the Open Space and Natural Resources section of the General Plan (i.e. rodents and brush) are considered detrimental in the maintenance of levees and existence has been kept to a minimum since District #2062 levees were constructed in the 1920's.
4. To the best of my knowledge, no Swainsons Hawk exists or nests on our land as shown on the attached Figure V-3. However, there may be some riparian habitat within five miles where they do nest.

Page 2
The City Manager
September 9, 1991

5. I am unaware that any biologist has visited our property to investigate the site since he or she would have had to obtain a key from our office to gain access through locked gates, etc.

I respectfully suggest that the information on the Wildlife Habitat and the Swainson's Hawk as it pertains to Stewart Tract be further investigated for verification or be ignored in terms of the Natural Resources provisions of the General Plan and EIR.

Sincerely,



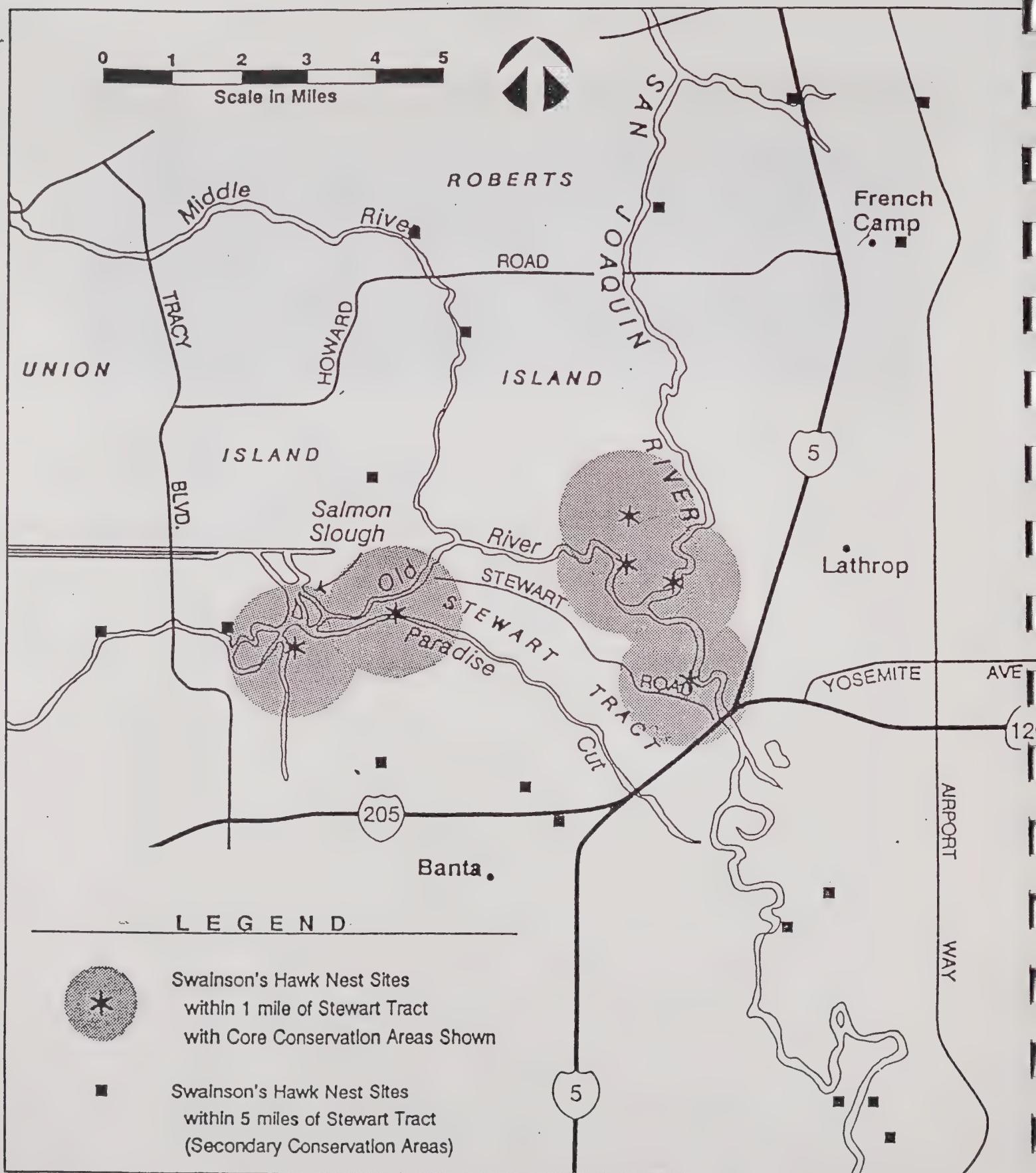
H. N. Kuechler
President

HNK:b
Enclosure

RESPONSE TO COMMENT LETTER #19 - Reclaimed Island Lands Company

The comments are noted and accepted. However, property owner's lack of knowledge concerning the location of Swainson's hawk nests does not disprove the potential that they have and will continue to exist at various locations on, and within the immediate vicinity of, the Stewart Tract. The Swainson's hawk nesting distribution [see Part III] was derived from the California Natural Diversity Data Base 1991 and from data provided by Jim Estep of Jones and Stokes in *Habitat Conservation Plan for the Swainson's Hawk in San Joaquin County, Preliminary Administrative Draft, December, 1990*. Estep assure WESCO (biological resources consultant to the General Plan consultant) that the data on reported nesting sites is correct. Swainson's hawk nests can be difficult to find because they usually are placed below the canopy of the nest tree and the hawks become rather secretive when building or adding material to a nest. Under such circumstances, it is not surprising that personnel of the Reclaimed Island Lands Company might have overlooked these nests.

0 1 2 3 4 5
Scale In Miles



Stewart Tract
Biological Assessment

FIGURE V-3
SWAINSON'S HAWK NEST SITES
AND CONSERVATION AREAS

McDONOUGH, HOLLAND & ALLEN
A PROFESSIONAL CORPORATION
ATTORNEYS

1999 HARRISON STREET, SUITE 1300
OAKLAND, CALIFORNIA 94612
(415) 444-7372
TELECOPIER (415) 839-9104

SACRAMENTO OFFICE
555 CAPITOL MALL SUITE 950
SACRAMENTO, CALIFORNIA 95814
(916) 444-3900
TELECOPIER (916) 444-8334

CRAIG LABADIE

YUBA CITY OFFICE
1585 BUTTE HOUSE ROAD
YUBA CITY, CALIFORNIA 95992
(916) 674-9796
TELECOPIER (916) 671-0990

September 11, 1991

RECEIVED
SEP 16 1991
Ans'd.....

VIA FACSIMILE

Pamela R. Carder
Planning Director
City of Lathrop
16775 Howland Road
Post Office Box 1429
Lathrop, CA 95330

Re: Comments on Draft Comprehensive General Plan and EIR.

Dear Pam:

As you know, this firm represents Dottie Rogers in connection with her property of approximately 400 acres which is located in the western portion of the Stewart Tract near the City of Lathrop. This property has been owned by members of the Rogers family for many years and currently is leased for farming operations.

A, A
Ms. Rogers' primary concern at this time is to ensure that the City's planning efforts do not unreasonably restrict the future use and potential development of her property. This concern initially was triggered by the May, 1991 Sketch Plan Diagram and the August, 1991 General Plan Diagram for the Lathrop General Plan Program. Both of these maps tentatively designate her property for "wildlife park and wastewater management" uses. Obviously, such a restrictive designation could adversely affect the market value and utility of her property now and in the future. In addition, it could raise questions about whether the City of Lathrop intends to take the property for public use, either through condemnation or by overregulation.

Based upon our meeting with Bob Grunwald and my initial review of the Draft General Plan and EIR, it appears that there are no physical constraints or planning considerations which necessitate location of any future wildlife park or wastewater treatment uses on my client's property. If

Pamela R. Carder
September 11, 1991
Page 2

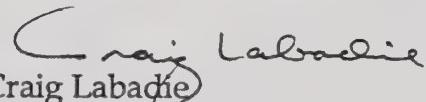
ultimately needed, these uses easily could be located on another portion of the Stewart Tract. Nor is it evident that these uses are envisioned within the General Plan's twenty-year planning horizon. The August, 1991 General Plan Diagram designates much of the western portion of the Stewart Tract for agricultural use but incongruously retains the "wildlife park and wastewater management" designation for the Rogers property.

B. For these reasons, we request that the tentative designation of "wildlife park and wastewater management" be removed from the Rogers property and replaced with a designation which does not restrict options for future use of that property. In our view, the property should be designated "urban reserve" or the equivalent to indicate that although the property is expected to be provided with municipal services and developed in the future, no precise land use has yet been selected. The text of the general plan should indicate that -- as with the remainder of the Stewart Tract -- a specific plan will be prepared to more precisely establish appropriate land uses. (See Draft General Plan, page IV-A-19.) This approach would allow the City to proceed with annexation of the Stewart Tract but preserve land use planning flexibility.

B

We appreciate the opportunity to comment on the Draft General Plan/EIR and look forward to working with the City throughout the land use planning process.

Very truly yours,


Craig Labadie

CL:pm

cc: Dorothy Rogers
Michele M. Clark
Robert E. Grunwald

RESPONSE TO COMMENT LETTER #20 - Craig Labadie of McDonough, Holland & Allen, Attorneys, on behalf of Dottie Rogers.

- A. Wildlife Park & Wastewater Management Designation, Stewart Tract. The wastewater management designation has been shifted to property controlled by Gold Rush City, and is now designated by symbol. Land use designations have also changed so that the Rogers property is included in the category of Recreational Residential.
- B. Options for Future Use. It has been necessary to designate the property for an appropriate urban use in order to mitigate the traffic impacts of development previously proposed east of I-5 on the I-5 and SR 120 corridors. Moreover, a definite category is required if the property is to be included within the City's Sphere-of-Influence by LAFCO. The category of use selected is Recreational Residential. The Plan text does indicate that a Specific Plan will be required.

RECEIVED
SEP 18 1991
Ans'd.....

September 18, 1991

Ms. Pam Carder
Planning Director
City of Lathrop
16775 Howland Road
P.O.Box 1429
Lathrop, CA 95330

RE: Draft General Plan & E.I.R.

Dear Ms. Carder:

This letter addresses our comments and concerns with regards to the implementation of the General Plan and Environmental Impact Report.

We own Assessor's Parcels Nos. 191-200-01 and 191-190-02 which total approximately 316 acres located west of Interstate 5 straddling the Louise Avenue alignment. Previously, we expressed our comments to you in a letter dated May 16th of this year, which we still have some related concerns. Since then, there has been numerous meetings and multiple changes, which prompts us to further express our comments. These items are addressed below:

A. WASTEWATER MANAGEMENT:

In the Draft E.I.R., it is noted that a wastewater treatment facility be located in the vicinity of the Louise Avenue crossing of the San Joaquin River. Naturally, we have the concern of a Wastewater Treatment Plant being located on or near our property. We feel that this would be an over-burden of City and public use land already encompassing our property. Notwithstanding, a possible detriment to the future development of our property, as the majority of our property is designated for residential use.

We have surveyed our land numerous times over the years, and have found that our property is situated on one of the highest elevation points of land west of Interstate 5 to the San Joaquin River, north to Roth Road, and south to the Mossdale "Y". It would seem to us, that locating a treatment plant in this vicinity would incur added major expenses in pumping stations alone. We would request that you reevaluate the location of this facility and the impact this may have to the community and to adjacent property owners.

Overall we are very supportive of the General Plan and would like to proceed with annexation to the City of Lathrop, shortly after the General Plan is adopted. It is our intention to cooperate with the City as the plan becomes implemented and hope that you will incorporate our concerns.

Ms. Pam Carder
September 18, 1991
Page 2

We appreciate the opportunity to present our comments and look forward to becoming a part of your City.

Respectfully,

Frank and Barbara Terry

Frank and Barbara Terry

cc: Brad DuLac
Tim McCann

RESPONSE TO COMMENT LETTER #21 - Frank and Barbara Terry

Wastewater Management. See response to Comment Letter #18, para. I, above.

Mr. & Mrs. Willard R. Rieger
8711 Veritas Ave.
Manteca, CA. (5336)

Ms. Pamela R. Carder
% City of Lathrop
Planning Department
16775 So. Howland Road
Lathrop, CA. 95330

Dear Pam;

We own the property located at 16200 and 16182 So. Harland Road, Lathrop, CA., which is now zoned Commercial.

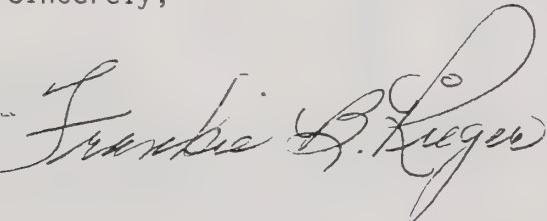
It is designated on the Lathrop General Plan as Medium Density and we would like it changed to Community Commercial.

We have inclosed a copy of the map used for assessment purposes, and have high-lighted our property.

If there is a problem in keeping this property zoned Community Commercial, please let me know so we can discuss this further.

Thank you for your cooperation.

Sincerely,



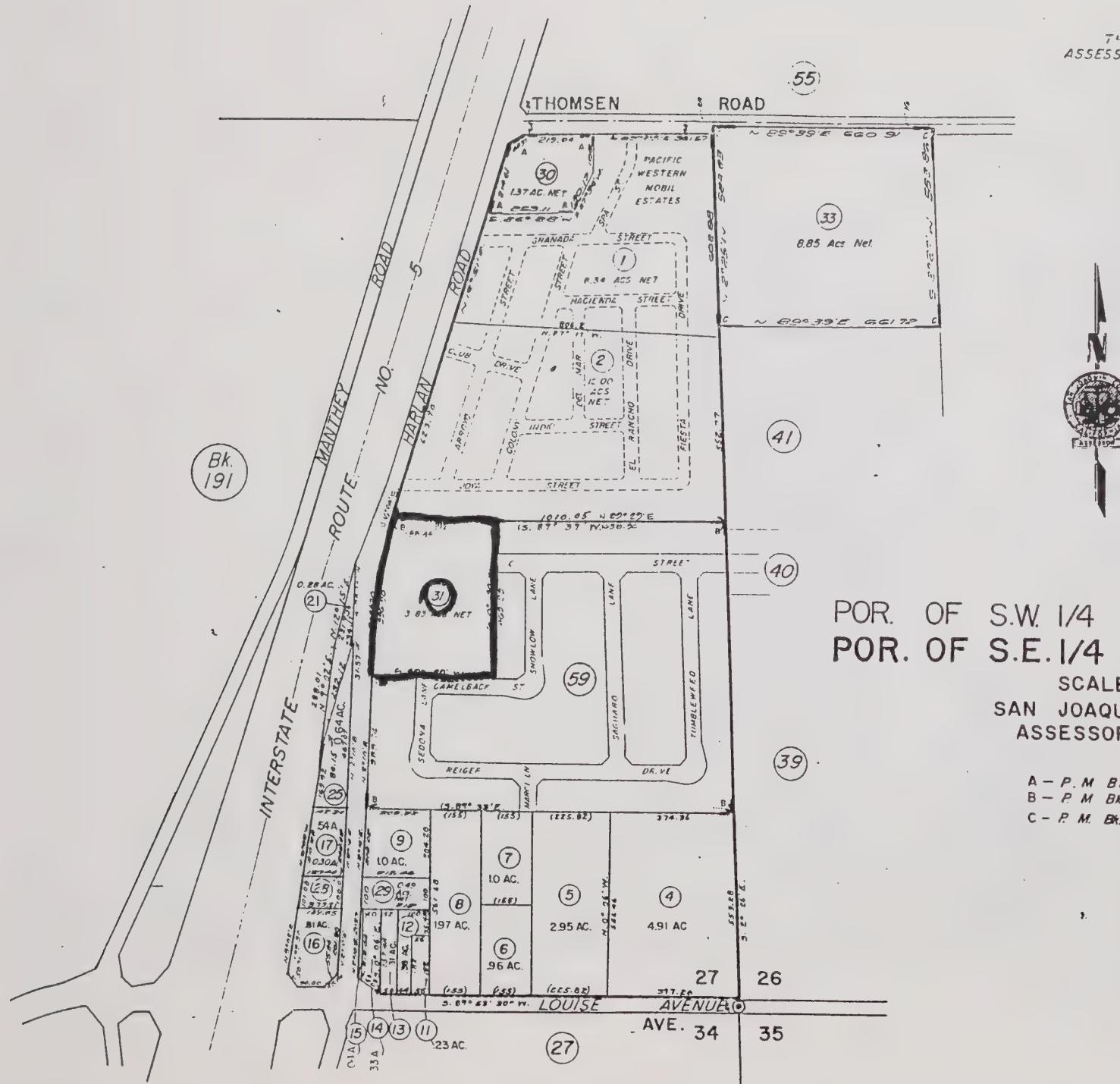
Frankie B. Rieger

(209) 239-6460

CC: Mr. Bennie Gatto
Mayor.

195-26

THIS MAP FOR
ASSESSMENT USE ONLY



RESPONSE TO COMMENT LETTER #22 - Mr. & Mrs. Willard R. Rieger

Land Use Designation, Harlan Road. The property along Harlan Road north of Louise Avenue has been redesignated as Professional Office as discussed with the General Plan Citizens Advisory Committee.

RECEIVED

SEP 19 1991

Ans'd.....

General PLAN

A. I feel the "General Plan" should not even consider anything to the west of I-5. The city has lots of undeveloped land to the east, that it should develop before even looking to the "west".

The land west of the freeway is to beautiful to begin to destroy for the benefit of one company "Gold Rush City".

Gold Rush City will benefit the builder more than it will the ~~city~~ & city of Lathrop.

1. Most of the taxes will go to the state. According to laws that allow cities ~~not~~ to only collect taxes according to their population.

The builder talks about rail service, boat service, and off ramps to control traffic and keep it to a minimum. All these things can be done easier in Stockton where they are also considering. Because of the cross town freeway. Am train already runs by the ~~site~~ site and the Port is on the other side.

But in Stockton the developer would only control the park it's self. The surrounding areas would be developed by other companies. In Lathrop the developer would control the park and all the surrounding areas.

The farm land west of the freeway is to beautiful and rich to destroy for few peoples dreams or greed!

II

Staying to the East of the freeway, we can still grow ~~for~~ for many years. Giving the residents many years of controlled growth without all the traffic and smog that Gold Rush would bring.

We should look at other cities and ~~learn~~ learn from their mistakes and not make them ourselves, by trying to grow to fast.

As far as jobs go, according to the Stockton Record Lathrop has 2.3 jobs per household before West Pac.

Some people would say Gold Rush would bring more jobs. But how many people did West Pac hire from Lathrop, not many. Still with all the planned industry around L.O.F. there should be plenty of jobs. If we could have them hire people ~~for~~ from Lathrop also.

Lathrop has double in population in the last five years. Why?

1. affordable housing
2. No traffic
3. beautiful county surrounding
4. quiet and kick back community

These are the same things that the General Plan is going to destroy.

B. As for Lathrop Acres instead of zoning it to build offices. Why not put side walks in and letting people know that the city is for the people of Lathrop. The people that

III

have been here for years and think of
Lathrop as a home. Not for people just
trying to make a fast dollar.

THANK YOU

Jerry Fuentes

14736 S Union Ave

858-5209

RESPONSE TO COMMENT LETTER #23 - Jerry Fuentes

- A. Development West of Interstate 5. A decision to encourage an appropriate mix of urban land use west of I-5 was a preliminary policy decision of the City Council in the spring of 1990. The opinions offered in support of not allowing any urbanization west of I-5 are noted.
- B. Desire for Street Improvements in Lathrop Acres. The General Plan calls for the development of plans for the renewal of property within Lathrop Acres through a Redevelopment process that involves existing land owners and residents of the area. Street improvements such as sidewalks are to be an important result of the process, along with the opportunity to achieve greater utility in the use of land.

Michael J. Barkley
161 N. Sheridan Ave. #1
Manteca, CA 95336

209/823-4817

September 17, 1991

Mayor and City Council
City of Lathrop
16775 Howland Road
Lathrop, CA 95330

Honorable Mayor, Members of the City Council:

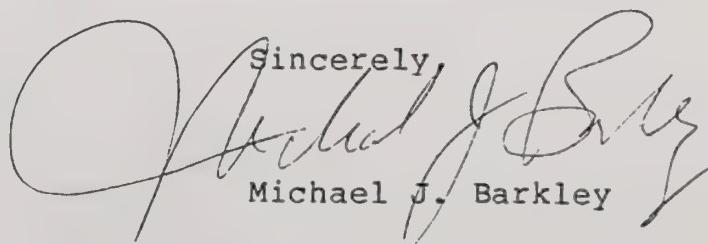
I note from skimming your General Plan that you have no specific proposals to mitigate the impacts of your commuter housing developments on Interstate 5, Interstate 205, and Interstate 580 traffic or on the related air quality it jeopardizes here and in the Livermore Valley. Along with every other jurisdiction out here you are ignoring the obvious commuter impacts of your General Plan, impacts that are substantial adverse impacts on human beings for which feasible mitigations exist. This is illegal. This is wrong.

You should not permit the construction of any more commuter housing until such time as you adopt a financing and development mechanism, presumably in cooperation with the other jurisdictions in San Joaquin and Stanislaus Counties, to create a commuter bus line over the Altamont to connect with Bay Area Rapid Transit buses in the Livermore Valley.

Attached is a copy of an item that was on the Manteca City Council Consent Calendar last night. It shows Manteca diverting \$2,000,000 this year from public transit funds into filling potholes. The Manteca Council and staff has engaged in a little Ceremony over the years I've watched it, a Ceremony in which they have pronounced themselves unable to find any "unmet local transit needs" for this transit money, and thereafter they find they are free to spend it on filling potholes. No one believes their deception. Since most City Managers seem to be cast from the same mold, I suspect that you will be seeing similar deceptions in your own LTF/STF budgets.

Nevertheless, I urge you not to join that deception. I urge you to adopt as a specific mitigation that you will direct this LTF and STF money towards building a commuter bus line for your commuting citizens and towards lobbying the other jurisdictions in these two counties to join you in that effort.

Thank you.

Sincerely,

Michael J. Barkley

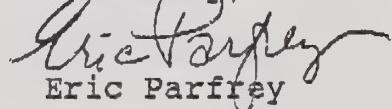
RESPONSE TO COMMENT LETTER #24 - Michael J. Barkley

Mitigation of Commuter Housing Impacts. The General Plan has several goals and policies which seek to minimize the extent of commuter-based housing constructed within the community, in favor of housing for the benefit of those who would be employed in the local labor force of Lathrop and the nearby communities of Stockton, Manteca and Tracy. [See the Goals, Major Policies and Proposals of the General Plan as presented in Part II of the document] Transit proposals at local, regional and inter-regional levels are also intended to reduce substantially the dependence on the automobile which has characterized development within the region.

20. The same mitigation measure #2 goes on to state erroneously that a "Statement of Overriding Considerations" can be adopted to avoid the California ESA. While a Statement could conceivably be applied in terms of the State Act, it would possibly violate Federal law (if there is a "taking" under the Migratory Bird Treaty Act). For the purposes of the discussion, it should be assumed that the hawk will be listed by the Federal government within the near future and will also be protected by the federal ESA. The text should be amended to discuss the relationship with Federal ESA law, and the U.S. Migratory Bird Treaty Act. The background information is now very muddled and confusing about the inter-relationship of State and Federal laws and how they apply to the bird's habitat.

Although these comments are generally very critical of the GP and accompanying DEIR, I hope they are of use to you in correcting the most serious defects of the plan and environmental review.

Sincerely,


Eric Parfrey

(209) 462-4808

SAN JOAQUIN COUNTY

AIR POLLUTION CONTROL DISTRICT

Lawrence D. Odle
Air Pollution Control Officer

P. O. Box 2009 (2321 W. Washington St., Suite I) Stockton, CA 95201
209/468-3470



September 23, 1991

RECEIVED

SEP 27 1991

Ans'd.....

Pam Carder
Planning Director
Lathrop City
Planning Department
P.O. Box 1429
Lathrop, CA 95330

RE: CITY OF LATHROP GENERAL PLAN AND EIR

The San Joaquin Valley Unified Air Pollution Control District has reviewed the document no. SCH 91022059.

The District has the following comments and recommendations:

A. 1. San Joaquin County's air quality relative to National and State Ambient Air Quality Standards has been designated as a non-attainment area by the California Air Resources Board as follows:

PM-10 - Non-attainment
CO - Non-attainment (for Stockton Metropolitan Statistical Area only)
Ozone - Non-attainment (possible SIP call area)

The California Clean Air Act, AB 2595, requires counties which are designated non-attainment to achieve a 5% annual reduction in emissions until the standards are met.

B. 2. The mitigation measures stated in SCH #91022059 should include, but not be limited to those measures. Mitigation measures are varied and may not necessarily be applicable to all projects. The mitigation measures selected for certain projects will complement land use decisions made by planning agencies to mitigate any significant environmental impacts to a less than significant level.

C. 3. A general plan is by nature general, as a result, any specific projects which are proposed in the future that may have a significant adverse impact upon air quality will need to be analyzed on a specific level to determine the specific environmental impacts and appropriate mitigation measures for that project.

SJVUAPCD
September 23, 1991
91022059
Page 2

D. 4. Applicants should be aware of the PM-10 Fugitive Dust Rule and the Indirect Source Review Rule, both of which are currently proposed by the District for adoption in the near future. Both of these rules may affect the applicant's project. A copy of these rules is available upon written request to the District.

E. 5. Emissions generated during the construction/grading process are of concern to the District. The attached dust control practices shall be implemented if and when construction/grading takes place.

F. 6. The District foresees a problem with Carbon Monoxide and fine particulate matter (PM-10) if the Project includes the burning of wood in fireplaces and stoves. The new EPA certified fireplace inserts have been shown in laboratory with emissions of particulate matter ranging from 70% to 90% less than conventional stoves. Installation of EPA certified fireplace inserts and stoves is recommended as a mitigation measure for Carbon Monoxide and PM-10.

G. 7. In addition, rules and regulations of the New Source Review Rule will apply to certain commercial and industrial sources. Equipment which causes or has a potential for air pollution or has equipment for the controlling of such air pollution may need to apply for an Authority to Construct and Permit to Operate according to the rules and regulations of the San Joaquin County Zone Unified Air Pollution Control District. It will be the source's responsibility to be in compliance with these rules and regulations prior to operation.

H. 8. Pursuant to the District's rules and regulations, part 3, Section A, No. 1 ; an applicant shall apply Best Available Control Technology (BACT) to a new emissions unit or modification of an existing emissions unit except for cargo carriers, for each emission change of an affected pollutant emitted in excess of the following quantities:

LBS. Per Day

nitrogen oxides or PM10 or reactive organic compounds or sulfur oxides.....	0
carbon monoxide.....	550
lead.....	3.2
asbestos.....	0.04
beryllium.....	0.0022
mercury.....	0.55
vinyl chloride.....	5.48
fluorides.....	16.44
sulfuric acid mist.....	38.35
hydrogen sulfide or total reduced sulfur or sulfur compounds (other than sulfur oxides).....	54.79

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September 23, 1991
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Page 3

I. 9. It shall be a condition of approval for applicants to notify the District in writing with respect to the actual date of construction/grading one week prior to said activities. Please address the communication to the District and under the attention of the planning section.

J. 10. Projects shall maintain adequate record keeping of mitigation measures, if applicable for the Air Pollution Control District staff in making scheduled or unscheduled inspections.

K. 11. Necessitated regulations and programs are forthcoming in the future to help the county and the valley to achieve its annual five percent reduction in pollutants. These programs and regulations will include, but are not limited to trip reduction ordinances, bicycling programs, traffic flow improvements, etc... It is necessary for project applicants to reference the adopted 1991 Air Quality Attainment Plan and the requirements thereof pursuant to AB 2595, the California Clean Air Act.

The District appreciates the opportunity to comment. If you have any questions regarding this matter, please do not hesitate to contact David Kwong at (209) 468-2327.

Lakhmir Grewal
Lakhmir Grewal, Director
Air Pollution Control District
San Joaquin County Zone

LO/LG/DK *PL*

Attachment

SAN JOAQUIN VALLEY UNIFIED
AIR POLLUTION CONTROL DISTRICT
SAN JOAQUIN COUNTY ZONE
Suggested Mitigation Measures

- A. Emissions generated during the construction process are of concern to the District. The following dust control practices should be implemented:
- 1) All material excavated or graded should be sufficiently watered to prevent excessive amount of dust. Watering should occur at least twice a day with complete coverage, preferably in the late morning and after work is done for the day.
 - 2) All clearing, grading earth moving or excavation activities shall cease during periods of high winds greater than 20 mph average over one hour.
 - 3) All material transported off-site shall be either sufficiently watered or securely covered to prevent excessive amount of dust.
 - 4) The area disturbed by clearing, earth moving or excavation activities should be minimized at all times.
 - 5) The developer should mow instead of disk for weed control, thereby leaving the ground undisturbed and with a mulch covering.
- B. After clearing, grading, earth moving, or excavation operation, fugitive dust emissions during construction phase should be controlled by the following methods:
- 1) All inactive portions of the construction site should be seeded and watered until grass growth is evident.
 - 2) All active portions of the site shall be sufficiently watered to prevent excessive amount of dust.
- C. At all times, fugitive dust emissions should be controlled using the following procedures:
- 1) On-site vehicle speed shall be limited to 15 mph.
 - 2) All area with vehicle traffic should be watered periodically for stabilization of dust emissions.
 - 3) Use of petroleum-based dust palliative shall meet the road oil requirements of the District's Rules 409.5 Cutback Asphalt Paving Materials.

- 4) Streets adjacent to the project site should be swept as needed to remove silt which may have accumulated from construction activities.
- D. At all times, ozone precursor emissions should be controlled by the following methods:
 - 1) All internal combustion engine driven equipment should be properly maintained and well tuned according to manufacturer's specifications.
 - 2) During the smog season (May through October), the construction period should be lengthened so as to minimize the number of vehicles and equipment operating at the same time.

RESPONSE TO COMMENT LETTER #25 - Eric Parfrey

Mr. Parfray's comments are offered "...as a resident of the City of Stockton". Mr. Parfray is a member of the transportation planning staff of the San Joaquin County Community Development Department which has submitted extensive comment under Comment Letter #9, which is responded to above. He states further, however, that his comments do not represent the comments of any public agency. Unfortunately, many of his comments either quote or paraphrase those comments submitted by the County Community Development Department. Only those additional comments (not covered by the response to Comment Letter #9) which pertain to matters of environmental impact are addressed below. This effectively rules out the need for response to Items 1-19 of Mr. Parfrey's letter. Item 20 of his letter is addressed below.

Item 20, Regarding whether a Statement of Overriding Considerations can be Approved by the City re the Loss of Swainson's hawk Habitat.

This matter has been responded to under para. F, Comment Letter #7.

RESPONSE TO COMMENT LETTER #26 - San Joaquin County Air Pollution Control District

- A. Local Air Quality Re National and State Ambient Air Quality Standards. The comment is noted and accepted. Appropriate language has been added to Parts III and VIII-D.
- B. Mitigation Measures. The comment is noted and accepted.
- C. Requirement for Specific Project Analysis. The comment is noted and accepted.
- D. Fugitive Dust and Indirect Source Rules. The comment is noted and accepted.
- E. Construction Emissions. The comment is noted and accepted.
- F. CO and Fine Particulates from Fireplaces. The comment is noted and accepted.
- G. New Source Review Rule. The comment is noted and accepted.
- H. Application of Best Available Control Technology. The comment is noted and accepted.
- I. Notification of District. The comment is noted and accepted.
- J. Record Keeping. The comment is noted and accepted.
- K. Referencing Required. Appropriate referencing language has been added to Part VIII-D.



RECEIVED

SEP 25 1991

Ans'd.....

September 23, 1991

City of Lathrop
16775 Howland Road
PO Box 1429
Lathrop, CA 95330

Attention: Pam Carder

RE: 20 YEAR GENERAL PLAN

Dear Pam:

A. According to the September, 1991 Lathrop City Newsletter, the 20 Year General Plan (shown on page 2) still indicates a proposed Transit Station on the current 14 acre site owned by Pat Mitchell. At an earlier meeting regarding the General Plan, I mentioned my surprise that this location was even being considered for a Transit Station. Our current calculations for the cost of moving the California Natural Products business owned by Pat and Cheryl Mitchell is approximately \$5.7 million due to the extensive amount of plumbing, electrical, and equipment installations involved including duplication of the facility to avoid the down-time during set-up at an alternate location. This does not even consider the impact that relocation would have on our existing employees. At this early date in the planning, we are sure that there exist other more suitable and less expensive locations for Transit Stations. (For example, land to the south of the SP RR tracks and along McKinley Avenue is currently undeveloped and classified as Industrial.) A

We acknowledge the fact that the General Plan is merely a guideline for future development. However, we believe that it would be in the best interest of the City of Lathrop to start pursuing other alternatives.

It is the intention of California Natural Products to continue to grow and support their home community. Likewise, as a business for over ten years in the City of Lathrop, we hope a similar support is returned. California Natural Products holds over ten U.S. patents and is recognized internationally as one of the most innovative rice ingredient manufacturers. We believe this is something to be proud of and hope that the City of Lathrop can share in this pride.

Thank you for your consideration in the above matter.

Sincerely,



Cheryl R. Mitchell, Ph.D.
V.P. and Head of R & D

CRM. Lathrop. 9.91

COMMENT LETTER #27 - California Natural Products

- A. Transit Station Designation at McKinley Avenue and Lathrop Road. The transit station designation has been removed and relocated.

Article 8. Specific Plans

(Article 8 [commencing with Section 65450] repealed and added by Stats. 1984, Ch. 1009.)

65450. After the legislative body has adopted a general plan, the planning agency may, or if so directed by the legislative body, shall, prepare specific plans for the systematic implementation of the general plan for all or part of the area covered by the general plan.

(Repealed and added by Stats. 1984, Ch. 1009.)

(Section 65450.1 repealed by Stats. 1984, Ch. 1009.)

65451. (a) A specific plan shall include a text and a diagram or diagrams which specify all of the following in detail:

(1) The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.

(2) The proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.

(3) Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.

(4) A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs (1), (2), and (3).

(b) The specific plan shall include a statement of the relationship of the specific plan to the general plan.

(Repealed and added by Stats. 1984, Ch. 1009; Amended by Stats. 1985, Ch. 1199.)

65452. The specific plan may address any other subjects which in the judgment of the planning agency are necessary or desirable for implementation of the general plan.

(Repealed and added by Stats. 1984, Ch. 1009.)

65453. (a) A specific plan shall be prepared, adopted, and amended in the same manner as a general plan, except that a specific plan may be adopted by resolution or by ordinance and may be amended as often as deemed necessary by the legislative body.

(b) A specific plan may be repealed in the same manner as it is required to be amended.

(Repealed and added by Stats. 1984, Ch. 1009; Amended by Stats. 1985, Ch. 1199.)

65454. No specific plan may be adopted or amended unless the proposed plan or amendment is consistent with the general plan.

(Added by Stats. 1984, Ch. 1009.)

65455. No local public works project may be approved, no tentative map or parcel map for which a tentative map was not required may be approved, and no zoning ordinance may be adopted or amended within an area covered by a specific plan unless it is consistent with the adopted specific plan.

(Added by Stats. 1984, Ch. 1009.)

65456. (a) The legislative body, after adopting a specific plan, may impose a specific plan fee upon persons seeking governmental approvals which are required to be consistent with the specific plan. The fees shall be established so that, in the aggregate, they defray but as estimated do not exceed, the cost of preparation, adoption, and administration of the specific plan, including costs incurred pursuant to Division 13 (commencing with Section 21000) of the Public Resources Code. As nearly as can be estimated, the fee charged shall be a prorated amount in accordance with the applicant's relative benefit derived from the specific plan. It is the intent of the Legislature in providing for such fees to charge persons who benefit from specific plans for the costs of developing those specific plans which result in savings to them by reducing the cost of documenting environmental consequences and advocating changed land uses which may be authorized pursuant to the specific plan.

(b) Notwithstanding Section *** 60016, a city or county may require a person who requests adoption, amendment, or repeal of a specific plan to deposit with the planning agency an amount equal to the estimated cost of preparing the plan, amendment, or repeal prior to its preparation by the planning agency.

(c) Copies of the documents adopting or amending the specific plan, including the diagrams and

text, shall be made available to local agencies and shall be made available to the general public as follows:

(1) Within one working day following the date of adoption, the clerk of the legislative body shall make the documents adopting or amending the plan, including the diagrams and text, available to the public for inspection.

(2) Within two working days after receipt of a request for a copy of the documents adopting or amending the plan, including the diagrams and text, accompanied by payment for the reasonable cost of copying, the clerk shall furnish the requested copy to the person making the request.

(d) A city or county may charge a fee for a copy of a specific plan or amendments to a specific plan in an amount that is reasonably related to the cost of providing that document.

(Added by Stats. 1984, Ch. 1009; Amended by Stats. 1985, Ch. 338 and Ch. 1199; Amended by Stats. 1990, Ch. 1572.)

65457. (a) Any residential development project, including any subdivision, or any zoning change that is undertaken to implement and is consistent with a specific plan for which an environmental impact report has been certified after January 1, 1980, is exempt from the requirements of Division 13 (commencing with Section 21000) of the Public Resources Code. However, if after adoption of the specific plan, an event as specified in Section 21166 of the Public Resources Code occurs, the exemption provided by this subdivision does not apply unless and until a supplemental environmental impact report for the specific plan is prepared and certified in accordance with the provisions of Division 13 (commencing with Section 21000) of the Public Resources Code. After a supplemental environmental impact report is certified, the exemption specified in this subdivision applies to projects undertaken pursuant to the specific plan.

CEQA exemption

(b) An action or proceeding alleging that a public agency has approved a project pursuant to a specific plan without having previously certified a supplemental environmental impact report for the specific plan, where required by subdivision (a), shall be commenced within 30 days of the public agency's decision to carry out or approve the project.

(c) This section does not supersede but provides an alternative procedure to Section 21080.7 of the Public Resources Code.

(Added by Stats. 1984, Ch. 1009.)

(Article 9. [commencing with Section 65500] repealed by Stats. 1984, Ch. 1009.)

(Article 10. [commencing with Section 65500] repealed by Stats. 1984, Ch. 1009.)

U.C. BERKELEY LIBRARIES



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LEGEND

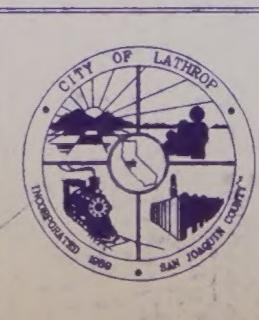
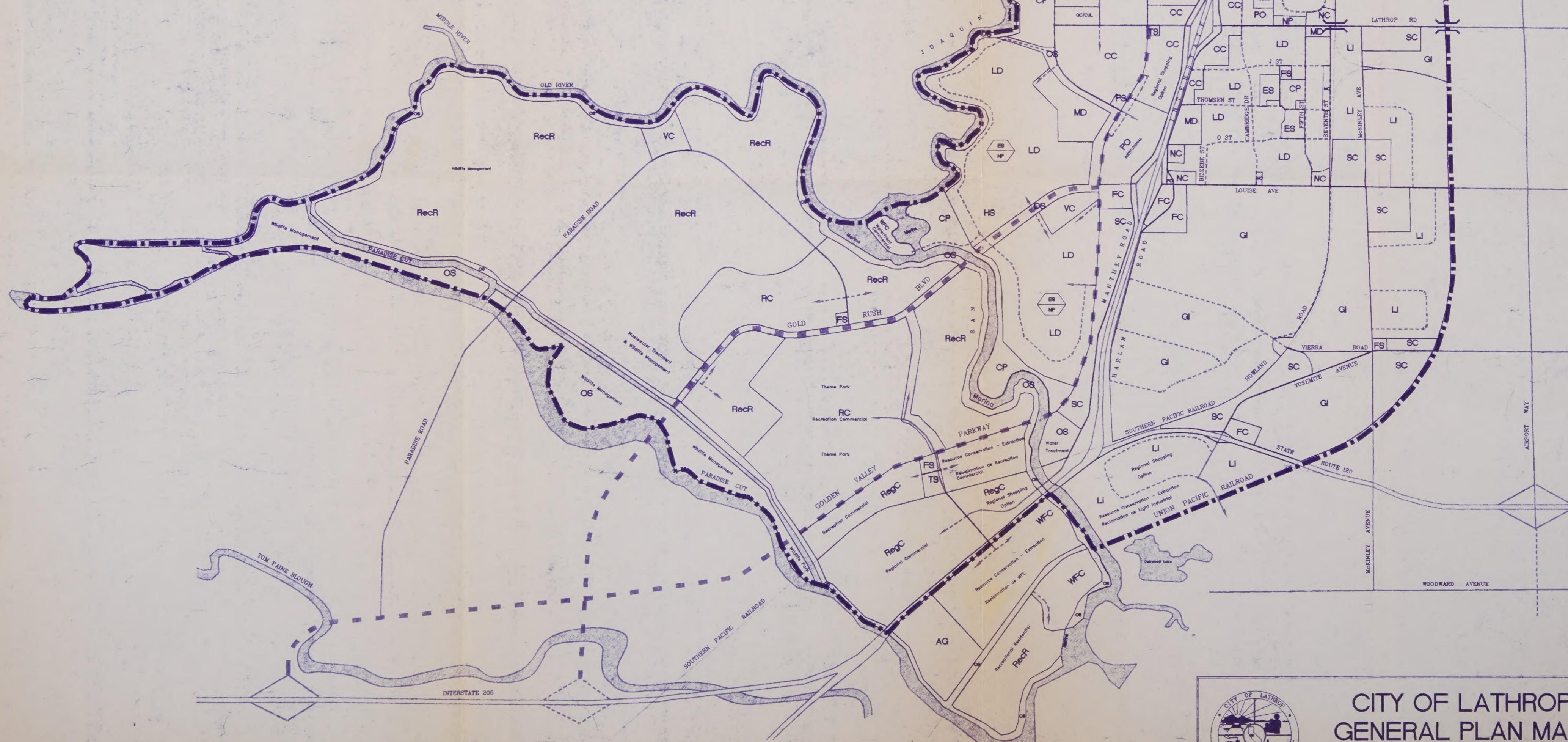
LD	Low Density Residential
MD	Medium Density Residential
HD	High Density Residential
RecR	Recreational Residential
PO	Offices
NC	Neighborhood Commercial
VC	Village Center
CC	Community Commercial
SC	Service Commercial
FC	Freeway Commercial

RegC	Regional Commercial	As Noted	Other Public and Semi-Pub
RC	Recreational Commercial	FS	Fire Station
WFC	Waterfront Commercial	GC	Govt. Center
LI	Limited Industrial	CUL	Cultural Center
GI	General Industrial	TS	Transit Station
ES	Elementary School	OS	Landscaped Open Space Corridor
HS	High School		Wastewater Management
NP	Neighborhood Park		Wildlife Management
CP	Community Park		Water Treatment
			Golf Course
		AG	Agriculture
			Resource Conservation

1 inch = 2000 feet

Map prepared by Pacific Data Services

Amended June 3, 1997



CITY OF LATHROP GENERAL PLAN MAP

20 YEAR PLAN

ADOPTED DECEMBER, 1991

